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Country programme document

Ecuador

Summary

The country programme document (CPD) for Ecuador is presented to the Executive Board for discussion and approval at the present session, on a no-objection basis. The CPD includes a proposed aggregate indicative budget of $3,764,000 from regular resources, subject to the availability of funds, and $22,000,000 in other resources, subject to the availability of specific-purpose contributions, for the period 2019 to 2022.

In accordance with Executive Board decision 2014/1, the present document reflects comments made by Executive Board members on the draft CPD that was shared 12 weeks before the second regular session of 2018.

* E/ICEF/2018/19.
Note: The present document was processed in its entirety by UNICEF.

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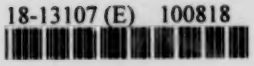

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Programme rationale

1. Ecuador is an upper-middle-income country that experienced substantial economic and social progress between 2003 and 2013. The positive economic environment resulted in an average annual growth of 4.3 per cent in gross domestic product (GDP) and an increase in public social investment that has reduced poverty and inequality. Between 2007 and 2017, income poverty fell from 36.7 per cent to 21.5 per cent. Social investment rose from 4.2 per cent of GDP in 2006 to 9.4 per cent in 2016. In absolute terms, it increased fourfold.[1]

2. However, falling commodity prices, fiscal imbalances, declining global trade and the appreciation of the United States dollar, the official currency in Ecuador since 2000, are all having an impact on the social budget. For example, the percentage of GDP for education decreased from 5 per cent in 2013 to 4.2 per cent in 2016,[2] showing the need to strengthen advocacy and monitoring to ensure that social investment in children and adolescents is protected and prioritized in this period of economic challenges.

3. Despite social advances in recent years, the country still faces substantive numbers of children suffering from chronic malnutrition and increasingly also from obesity. Between 2006 and 2014, chronic malnutrition decreased only marginally, from 25.8 to 23.9 per cent,[3] while it worsened in indigenous children, with 48.4 per cent affected.[4] Among children under 5 years of age, 8.5 per cent are overweight, with the figure rising to 29.9 per cent for children aged 5 to 11 years and 26 per cent for adolescents aged 12 to 19 years. Between 1986 and 2012, the prevalence of anaemia in children under 5 years of age increased from 20.8 per cent to 25.7 per cent, reaching 40.5 per cent in indigenous children and 63.9 per cent in children aged 6 to 11 months.[5]

4. A lack of access to safe water and sanitation is one of the barriers to eradicating child malnutrition. Only 70 per cent of the population has access to improved water sources that are free of pollution and constantly available in their homes. Indigenous and Afro-Ecuadorian families and those living in rural areas have the least access. Access to sanitation is 86 per cent at the national level, falling to 69 per cent among the indigenous population and 68 per cent in the Amazon region.[6] Although access to water and sanitation in the school environment is a determining factor in ensuring learning and continued attendance, according to a UNICEF analysis of 274 coastal educational facilities in 2017, 42 per cent of children in early education did not have access to toilets and 34 per cent of educational centres reported that their water source was insufficient for their students.

5. Between 2007 and 2015, neonatal mortality fell from 6 to 5.2 per 1,000 live births, while infant mortality fell from 10.2 to 8.9 per 1,000 live births. Forty-six per cent of all childhood deaths occur in the first month of life. In 2015, maternal mortality was reported at 44.6 per 100,000 live births, even though 96.6 per cent of births were attended by skilled personnel and women attended 4.6 antenatal consultations, on average, in 2014. These figures hide major inequities between certain regions and populations. In Esmeraldas, maternal mortality is more than

[1] National Secretariat of Planning and Development.

[2] National Information System based on information from the Ministry of Economy and Finance.

[3] Surveys of Living Conditions 2006 and 2014.

[4] Survey of Living Conditions 2014.

[5] National Health and Nutrition Survey 2012.

[6] National Employment, Unemployment and Subemployment Survey 2016.

double the national average (104.9 per 100,000 live births),[7] while indigenous women attend, on average, fewer than three consultations during pregnancy.[8]

6. Coverage of child development services for children under 3 years of age stands at 28.6 per cent.[9] An evaluation by the National Secretariat of Planning and Development shows the need to improve targeting, provide more culturally relevant services, strengthen the capacities of female educators and adapt service quality standards. In early education (3 and 4 years of age), the enrolment rate reached only 33 per cent in 2015. For the indigenous population, this figure was only 18.6 per cent.[10]

7. Despite progress, the education system faces major challenges in combating educational exclusion. In 2016, 222,000 children and adolescents were still outside the education system, while 233,000 were over-aged (lagging behind).[11] Challenges in educational quality remain, since 77.5 per cent of students in grade 7 of Basic General Education had insufficient or elementary education levels, according to standardized tests.[12] Net upper-secondary school attendance was 71.3 per cent among adolescents aged 15 to 17 years in 2016, compared with 59.9 per cent among indigenous children, while in the poorest income quintile it was 59.7 per cent. For women, it was 73.4 per cent and for men, 69.4 per cent.[13]

8. Among the main barriers to exercising the universal right to education are the lack of culturally relevant education services and the shortage of teachers trained in innovative teaching methods. To progress in the provision of inclusive quality education, flexible education models must be established and teaching quality improved.

9. Adolescent health is an area of growing concern. In 2015, 12 per cent of male adolescent deaths were from self-inflicted injuries. For adolescent females, the figure was 16 per cent, while 10.5 per cent of deaths were from conditions related to pregnancy and childbirth.[14] Nationwide, adolescents aged 12 to 17 years believe that obtaining drugs is easy, while 46 per cent believe that there are drugs in their schools.[15] This increases to 56 per cent in the Amazon region and 54 per cent in the coastal region.

10. In 2016, the birth rate among adolescents aged 15 to 17 years was 51.3 per 1,000 women in that age group and 2.6 in those 10 to 14 years.[16] Pregnancy in adolescence prevents many of them from developing fully and, for those aged 10 to 14 years, is associated with high levels of sexual violence. Six out of 10 women have been victims of gender-based violence, and 1 in 4 have experienced sexual violence at some point in their lives.[17]

11. In 2015, at the national level, almost 40 per cent of children and adolescents were victims of violent treatment by their parents. In Afro-descendants, this figure

[7] National Information System, Vital Statistics.
[8] Survey of Living Conditions 2014.
[9] Summative Evaluation of Child Development Services, based on Survey of Living Conditions 2014.
[10] Social Observatory of Ecuador, 2016.
[11] UNICEF, based on the 2016 National Employment, Unemployment and Underemployment Survey.
[12] National Institute for Educational Evaluation, 2016.
[13] National Employment, Unemployment and Subemployment Survey 2016.
[14] National Information System, Vital Statistics.
[15] Social Observatory of Ecuador, 2016.
[16] Social Observatory of Ecuador, 2018.
[17] National Institute of Statistics and Census, 2011.

rose to 52 per cent and in indigenous peoples to 45 per cent. Boys and male adolescents were more likely to be treated violently by their parents (41 per cent) than girls (34 per cent). Twenty-six per cent of students between the ages of 5 and 17 were treated violently by their teachers. For children 5 to 11 years, this indicator rose to 35 per cent[18] and to 37 per cent for children of African descent. The incidence of violence among adolescents in an educational setting was 60 per cent, while the figure for bullying was 23 per cent.[19]

12. In 2017, more than 900 cases of sexual abuse in schools came to light.[20] Violence in the family environment and at school is present for several reasons, including a failure to recognize children and adolescents as enjoying rights, a lack of specialization and coverage of services that raise awareness of and address violence, the dismantling of the system of comprehensive protection of the rights of children and adolescents and a lack of funding for the relevant bodies that prevent and address violence.

13. An analysis of the situation of children, conducted by UNICEF in collaboration with civil society organizations and including consultations with the Government at the territorial level, identified five primary bottlenecks that impede the realization of the rights of all children in Ecuador: (a) a lack of intersectoral and targeted public policies that promote the participation of children and adolescents in matters that impact their lives; (b) limitations in institutional capacities and poor inter-institutional coordination; (c) the loss of recognition of children and adolescents as the subjects of rights in the public and private spheres; (d) insufficient social investment in children and adolescents; and (e) social norms that perpetuate the violation of the rights of children and adolescents.

14. Ecuador is located in an area prone to floods, droughts, volcanic eruptions and earthquakes. Moreover, there is a fluctuating population of migrants, refugees and displaced people on the northern border, and the number of asylum seekers has increased by 25 per cent in the past two years.[21] During the implementation of the 2015–2018 country programme, UNICEF responded to the 2016 Pedernales earthquake in the province of Manabí. Among the lessons learned was the need to improve emergency preparedness and to strengthen inter-agency coordination and the preparedness and response capacities of strategic partners.

15. Another lesson learned is the need for an integrated approach to the problems of children and adolescents. Finally, the implementation of models and other local-level programming experiences over the course of the previous country programme demonstrated the importance of working at the subnational level as an opportunity to address persisting inequities and for building local evidence that could be the basis for policy advocacy and advice at the national level. In the new country programme, UNICEF will continue to work in the border provinces of Esmeraldas and Sucumbíos as well as in Manabí and Imbabura, where models in nutrition, health, education, protection and risk management have been promoted, with the potential for scaling up to cover larger numbers of children.

[18] Social Observatory of Ecuador, 2016.
[19] Ministry of Education, World Vision and UNICEF, 2017.
[20] AAMPETRA Commission Report.
[21] Ministry of Foreign Affairs and Human Mobility.

Programme priorities and partnerships

16. The new country programme will contribute to the 2030 Agenda for Sustainable Development and the Sustainable Development Goals by closing equity gaps, with an emphasis on addressing the situation of indigenous and Afro-descendant children and those from poor and vulnerable households. To this end, UNICEF will support the Government in guaranteeing the rights of children and adolescents so that they can exercise those rights in a framework of intersectoral policies and programmes in which quality, equitable and culturally relevant services are provided. In addition, UNICEF will contribute to an environment in which children and adolescents are protected from violence in their homes, schools and communities.

17. The effective universal fulfilment of children's and adolescents' rights requires well-coordinated, intersectoral and participative efforts on the part of the rights holders and duty bearers as well as the key actors in the country's development. This is why the country programme places the subjects of rights at the centre of the analysis and proposes two coordinated and interrelated components: equity for children and growing up without violence. Programme components in the health and nutrition, education, protection and social inclusion sectors will have multiplier effects on children, with an emphasis on early childhood and adolescence. The third component, programme effectiveness, will provide cross-cutting support to the two other components.

18. Programme priorities are aligned with the 2017–2021 National Development Plan, the 2030 Agenda, the 2019–2022 United Nations Development Cooperation Framework (UNDCF) for Ecuador and the UNICEF Strategic Plan, 2018–2021.

19. The country programme will also contribute to the results of the UNICEF Gender Action Plan, 2018–2021. Specifically, it will address the prevention of adolescent pregnancy programming in health and child protection. The growing up without violence component is aimed at eliminating sexual and gender-based violence against girls and adolescents, promoting secondary education to reduce risk factors for child marriage, early-marriage and adolescent pregnancy. The organization will advocate for the implementation of the recommendations of the Committee on the Rights of the Child, the Convention on the Elimination of All Forms of Discrimination against Women and other international instruments.

20. The country programme prioritizes four provinces in which it will concentrate territorial interventions — Esmeraldas, Imbabura, Manabí and Sucumbíos — due to the prevalence of direct and indirect violence affecting children, the migration dynamics, natural and anthropogenic threats and the previous experience of UNICEF in those provinces. The causes of exclusion and the infringement of rights are most evident in these provinces, which are home to the poorest and most vulnerable people in the country. In these provinces, UNICEF has developed models for peace education, the reduction of chronic malnutrition, risk management, local child and adolescent protection systems and other areas, and is seeking to consolidate and evaluate such models before replicating and upscaling them.

21. The programme effectiveness component will focus on cross-cutting risk management strategies aimed at reducing vulnerability and improving emergency preparedness; advocating for government child- and adolescent-sensitive responses; and developing capacity in health, nutrition, protection, education and water, sanitation and hygiene (WASH), while applying a gender and disability approach in

accordance with the Sendai Framework for Disaster Risk Reduction 2015–2030 and progressively introducing shock-responsive social protection.

Equity for children

22. UNICEF will contribute to closing existing gaps to guarantee the right to education, health, nutrition, development and social protection for children and adolescents exposed to inequities due to gender, ethnicity or area of residence or because they are living in emergency situations, seeking to coordinate the efforts of various institutions. In its approach to early childhood, UNICEF will contribute to reducing malnutrition, improving maternal and child health and improving access and the quality of services to promote early childhood development (ECD) interventions and early education. For school-age children and adolescents, the emphasis will be on inclusive, equitable and quality education; adolescent health, with a gender-based approach focusing on the prevention of adolescent pregnancy and on mental health programmes; adolescent participation in demanding their rights; and the monitoring of laws, policies, programmes and budgets, with a gender-based equity and equality approach.

23. UNICEF will focus its efforts on strengthening the capacities of governmental and non-governmental partners to ensure the adequate provision and quality of health care, nutrition, education and social protection services as well as adequate and quality social investment in children and adolescents. Emphasis will be placed on improving maternal and child health, particularly for adolescent mothers. Capacities will be developed to formulate policies and create programmes to improve integral care in the first 1,000 days of life. This will include providing technical assistance to implement the intersectoral national plan for reducing chronic malnutrition and advocacy to legislate for the labelling of food products and a ban on the sale of non-nutritious foods in schools.

24. In education, capacities for adequate attention to early childhood will be strengthened for ECD and early education. In addition to the growing up without violence component, UNICEF will develop a communication for development (C4D) strategy to promote positive parenting and childcare practices at the family and community levels and will advocate for a comprehensive ECD policy.

25. UNICEF will support the Government's efforts to improve the quality of education by strengthening teaching capacity and scaling up classroom mentoring models that have been implemented with UNICEF support in some education districts. The organization will also support flexible education programmes at the national and local levels aimed at incorporating adolescents who are outside the school system.

26. The capacities of children and adolescents to exercise their right to participation and to be heard will be strengthened, with the promotion of spaces for them in educational and community centres in which they can voice their needs, with programming that emphasizes learning and the development of life skills and a culture of peace and political advocacy in the priority provinces.

27. Advocacy efforts will be directed towards urging the Government to increase the quality of WASH services in schools, ensuring that adequate and separate sanitation facilities for boys and girls are provided, high-quality water is always available and school hygiene programmes are in place. Advocacy will also address the incorporation of WASH in policies and programmes aimed at reducing chronic child malnutrition, with efforts directed at ensuring that the necessary resources are

allocated in the public budget. A communications strategy will also be developed to promote changing hygiene and sanitation behaviours at the individual, family and community levels.

28. Lastly, the equity for children component will strengthen the Government's capacity to monitor social investment in children and adolescents and improve its mechanisms for monitoring the public budget, including promoting the periodic measurement of multidimensional poverty among children and adolescents. UNICEF will provide technical assistance to generate indicators that reflect inequities among children and adolescents that include gender, ethnicity, place of residence and other areas with information gaps.

Growing up without violence

29. The growing up without violence component will be focused on ensuring the fulfilment of the right to live free from violence and to enjoy comprehensive protection. UNICEF will contribute to overcoming barriers that hinder the capacity of the Decentralized National System for the Comprehensive Protection of the Rights of Children and Adolescents to prevent and address all types of violence in the priority territories. The objective is to support the Government in developing coordinated, practical and effective interventions to reduce family separation, sexual abuse, physical punishment and the institutionalization of children and adolescents. UNICEF will work with the Ministry of Foreign Affairs and Human Mobility to strengthen care protocols for children in a situation of mobility, with an emphasis on unaccompanied children.

30. UNICEF will contribute to the legal and regulatory framework to achieve a greater impact in the development of policies and programmes for comprehensive prevention and care, and specialized efforts addressing all types of violence so that children in the most vulnerable situations can be reached. The strategy includes a preventive approach for early childhood and adolescence and prioritizes the promotion of protective family and school environments, since that is where most cases of sexual violence and corporal punishment occur.

31. Consensus-based strategies will be required to establish a specialized system of comprehensive protection for children and adolescents. A communications strategy aimed at changing violent behaviour at the individual, family and community levels will be implemented and the capacities of the institutions responsible for preventing, protecting and punishing infringements of children's and adolescents' right to a life free of violence will be strengthened.

32. UNICEF will also contribute to reducing adolescent pregnancy in girls 10 to 14 years, which is closely related to sexual violence, with a strategy to prevent, address and refer cases to guarantee the restoration of rights. This component, in coordination with the equity for children component, will emphasize changing individual and family behaviours in the area of parenting with tenderness to prevent violence, starting in early childhood. It will develop approaches to prevent all types of violence by improving protocols to prevent, address and refer cases of sexual violence in schools, while incorporating life skills and a culture of peace into the educational curriculum (Peaceful Nation Programme).

33. Key strategies include: (a) strengthening the capacity of the national system and local subsystems involved in the comprehensive protection of children and adolescents to develop scalable models, especially for care and restoration in cases of violence; (b) designing and adapting innovative models to prevent violence in the

family and school environments, particularly sexual violence and corporal punishment; (c) generating evidence by means of social research on the determinants of violence against children in homes, communities, schools and institutions; (d) promoting parenting practices that are sensitive to the needs of children and adolescents and thus contribute to eradicating violence against them; and (e) advocating for regulations, public policies and budgets that promote and strengthen the right of children and adolescents to live together in families and communities and for the implementation of programmes to deinstitutionalize children and adolescents deprived of their family environment and family support programmes.

Programme effectiveness

34. This component will be focused on making the programme more resilient and capable of managing risks; ensuring an adequate approach to WASH, including a gender-based perspective; and prioritizing the prevention of adolescent pregnancy and the eradication of gender-based violence.

35. The component includes costs incurred from programme coordination and intersectoral issues as well as costs related to data generation, research, monitoring, evaluation, advocacy and communication.

36. UNICEF will promote a resource mobilization strategy that includes local fundraising through corporate and individual channels. With the business sector, the rights of children will be promoted from the perspective of co-responsibility, with the aim of channelling resources and the commitment to generate policies for children and adolescents and implementing practices that promote the rights of children.

Summary budget table

Programme component	*(In thousands of United States dollars)*		
	Regular resources	*Other resources*	*Total*
Equity for children	1 870	11 680	13 550
Growing up without violence	1 330	7 940	9 270
Programme effectiveness	564	2 380	2 944
Total	**3 764**	**22 000**	**25 764**

Programme and risk management

37. Programme and management indicators will be monitored to ensure the proper implementation of programmes and their budgets. Institutional risk management will include risks associated with the harmonized approach to cash transfers; trends in local fundraising; the impact of emergencies on the programme; the promotion of eco-friendly and more-accessible offices; staff changes.

38. UNICEF will participate in managing the UNDCF with the United Nations country team, including coordinating the strategy for outcome area 1 (people-centred). UNICEF will also contribute technically to the United Nations country team task groups to ensure that outcomes are achieved.

39. Taking into account the new strategic orientation of the reform of the United Nations system in Ecuador, UNICEF, along with the United Nations Population Fund,

the United Nations Development Programme and the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women), will promote more coherent joint initiatives to leave no one behind and accelerate the achievement of the 2030 Agenda and National Development Plan targets. Joint activities will be aimed at achieving significant and measurable outcomes in eradicating poverty in all its dimensions, achieving gender equality and the empowerment of women and girls, eradicating violence against women and adolescent girls and boys, reducing adolescent pregnancy and combating child malnutrition.

40. This CPD summarizes the UNICEF contribution to national outcomes and is the primary method of accountability to the Executive Board for aligning expected outcomes and resources allocated to the country programme. The responsibilities of UNICEF management at the country, regional and headquarters levels for country programmes are laid out in the organization's programme policies and procedures.

Monitoring and evaluation

41. Meetings organized by the Ministry of Foreign Affairs and Human Mobility will provide the basis for reporting on the progress and challenges of the country programme.

42. UNICEF will participate in the UNDCF monitoring committee, which will oversee joint programmes and other initiatives. The United Nations country team will ensure compliance with standard operating procedures and address relevant issues relating to the quadrennial comprehensive policy review of operational activities for development of the United Nations system.

43. In conjunction with the National Institute of Statistics and Census and the National Information System, UNICEF will assist in incorporating methods and instruments for the collection and analysis of information on children and adolescents, especially the most vulnerable, including children with disabilities. Data will be disaggregated by sex, place of residence, ethnicity and other criteria with the aim of ensuring that the process of designing, implementing, monitoring and evaluating public policies with an equity-based approach is founded on the best information available. National capacity for the collection and analysis of information in emergency situations will also be strengthened.

44. The integrated monitoring and evaluation plan and the costed evaluation plan will serve as the basis for decision-making, improving existing policies and developing new child-centred policies as well as for replicating model interventions and innovations. All this will be complemented by capacity-building in programme monitoring and in methods for research, evaluation, analysis and the monitoring of challenges relating to children's rights.

Annex

Results and resources framework

Ecuador – UNICEF country programme of cooperation, 2019–2022

Convention on the Rights of the Child: articles 4, 6, 9, 10, 12, 13, 14, 18, 19, 24, 26, 28, 29, 30, 34 and 35

National priorities: National Development Plan 2017–2021: Priority 1 (rights for all for life)
Intergenerational Equality Agenda and Equality Agenda for Women and Lesbian, Gay, Bisexual, Transgender and Intersex Persons
Sustainable Development Goals: 1, 2, 3, 4, 5, 6, 10, 16 and 17

United Nations Development Cooperation Framework (UNDCF) outcomes involving UNICEF:
Outcome indicators measuring change that includes UNICEF contribution
UNDCF outcome area 1: people — By 2022, in the exercise of their rights, people, especially people in high-priority and historically excluded groups, will have increased access to quality services and social protection, improving their capacity for resilience, promoting gender equality and reducing violence.
UNDCF outcome area 4: peace — By 2022, Ecuador will have strengthened and coordinated institutions that promote public management and citizen participation in the protection of rights and the strengthening of a democratic and peaceful society.

Related UNICEF Strategic Plan, 2018-2021 Goal Areas: 1–5

UNICEF outcomes	*Key progress indicators, baselines (B) and targets (T)*	*Means of verification*	*Indicative country programme outputs*	*Major partners, partnership frameworks*	*Indicative resources by country programme outcome: regular resources (RR), other resources (OR) (In thousands of United States dollars)*		
					RR	*OR*	*Total*
By 2022, mothers, children, adolescents and families, especially the most vulnerable (on the northern border, indigenous peoples, Afro-descendants and others) and/or in emergency situations, exercise their right to health, education, water and sanitation and to informed and effective participation, with a focus on early childhood and adolescence.	Percentage of pregnant women with at least five antenatal consultations B: 83% – all; 58% – indigenous (2015) T: 88% – all; 63% – indigenous (2022)	Health and nutrition surveys, surveys of households with access to service modules	Output 1: By 2022, capacities have been developed in sectoral ministries in the social priority area to provide an intersectoral approach, with effective strategies to combat malnutrition in all its forms in priority areas. Output 2: By 2022, the Ministry of Health has strategies and tools in place to improve access to and the coverage and quality of maternal and child health services and services for adolescents in priority areas,	National Secretariat of Planning and Development, Ministry of Education, Ministry of Health, Ministry of Economic and Social Inclusion, Secretariat for Risk Management, decentralized autonomous governments, Pueblo Kayambi indigenous peoples' movement, Desarrollo y Autogestión (*Development and*	1 870	11 680	13 550
	Percentage of live births attended by health-care personnel B: 94.2% (2015) T: 98.9% (2022)	National information system based on National Institute of Statistics and Census (INEC) vital records					
	Percentage of children under 5 years of age with chronic malnutrition	National information system based on health and nutrition surveys or INEC					

UNICEF outcomes	Key progress indicators, baselines (B) and targets (T)	Means of verification	Indicative country programme outputs	Major partners, partnership frameworks	Indicative resources by country programme outcome: regular resources (RR), other resources (OR) (In thousands of United States dollars) RR	OR	Total
	B: 23.9% – all; 48.4% – indigenous (2014) T: 13.2% – all; 43.4% – indigenous (2022)	surveys of living conditions	applying a risk management approach. Output 3: By 2022, families and providers of early childhood services have comprehensive models for early childhood service provision and families have the knowledge and tools to improve culturally relevant parenting practices in priority areas. Output 4: By 2022, the Ministry of Education has strategies, tools and models to improve the provision of quality inclusive pre-primary, primary and secondary education services with a culturally relevant and risk management approach. Output 5: By 2022, adolescents, especially the most vulnerable groups, have spaces and mechanisms to guarantee their effective right to participation. Output 6: By 2022, the Ministry of Economy and Finance, the National Secretariat of Planning and Development and other decentralized ministries and autonomous governments have strengthened their systems to monitor investment in children and adolescents at the national and local levels, to measure multidimensional child poverty and to improve social protection, with an emphasis on emergency situations.	*Empowerment)* non-governmental organization (DYA), networks of adolescents, national and international universities, civil society organizations			
	Secondary education net attendance rate B: 72.3% (2016) T: 80% (2022)	National information system based on annual INEC household surveys					
	Percentage of government-run educational institutions with bilingual cross-cultural opportunities in educational circuits with an indigenous population majority B: 65.9% (2016) T: 75% (2022)	National information system based on Ministry of Education records					
	Percentage of children and adolescents living in multidimensional poverty B: Ecuador does not have a methodology to measure multidimensional poverty (2017) T: Ecuador measures multidimensional child poverty annually (2022)	National information system based on annual INEC household surveys					
	Number of adolescents participating in or leading UNICEF-supported participation initiatives B: 600 (2018) T: 1,000 (2022)	Administrative reports from UNICEF partners in the subject area					
By 2022, children and adolescents in Ecuador exercise their right to a	Birth rate per 1,000 adolescent girls (10-14 years)	National information system based on INEC vital records	Output 1: By 2022, the Government has increased its capacity to reactivate the	National Secretariat for Planning and Development,	1 330	7 940	9 270

UNICEF outcomes	Key progress indicators, baselines (B) and targets (T)	Means of verification	Indicative country programme outputs	Major partners, partnership frameworks	Indicative resources by country programme outcome, regular resources (RR), other resources (OR) (In thousands of United States dollars)		
					RR	OR	Total
life free from violence and exploitation, with a focus on early childhood and adolescence, including in emergency situations.	B: 2.6 (2016) T: 2.0 (2022)	and population projections	specialized system for the comprehensive protection of children and adolescents, with a gender and intercultural perspective and the capacity to respond to emergencies. Output 2: By 2022, families and service providers have increased their capacity to prevent violence against children under 5 years of age within the comprehensive early childhood development framework. Output 3: By 2022, the Ministry of Education, the governing bodies of the justice system and other service providers possess the knowledge, strategies and tools to prevent violence against school-age children and adolescents, with a gender-based, intercultural approach and the capacity to respond to emergencies. Output 4: By 2022, the Ministry of Health, the Office of the Public Prosecutor, the Ministry of Education and other service providers have models and strategies to prevent and provide specialized care for early adolescent and adolescent pregnancies, with a gender-based intercultural focus.	Ministry of Education, Ministry of Health, Ministry of Economic and Social Inclusion, General Secretariat for Risk Management, Judiciary, Office of the Public Prosecutor, National Assembly, decentralized autonomous governments, Apostolic Vicariate of Esmeraldas, DYA, RET International			
	Existence of a governing entity for children's issues B: There is no governing entity (2018) T: There will be a governing entity (2022)	National reports on the creation of governing entities					
	Percentage of adolescents (11-18 years) who are bullied by their peers B: 23% – all; Amazon region – 28.3% (2017) T: Less than 15% – all; 24.3% – Amazon region (2022)	Surveys on school violence and bullying					
	Percentage of children and adolescents who are victims of violent treatment by their parents or caregivers B: 38% – all; 52% – Afro-descendants (2015) T: Less than 32% – all; 46% Afro-descendants (2022)	Children and adolescent surveys					
	Percentage of children who receive early stimulation and loving care from their parents or caregivers with support from UNICEF programmes B: 0 (2018) T: 100,000 (2022)	Administrative reports from the Ministry of Economic and Social Inclusion					
Programme effectiveness					564	2 380	2 944
Total resources					**3 764**	**22 000**	**25 764**

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Country programme document

Nicaragua

Summary

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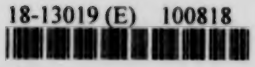

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Programme rationale

1. Nicaragua is a middle-income country that has made significant economic and social progress in recent years, particularly related to children and adolescents. It is estimated that 13 per cent of the country's population of 6.3 million is under 6 years of age, 8.5 per cent between 6 and 9 years, and 20 per cent between 10 and 19 years, equivalent to a total of approximately 2.6 million.[1] Some 59.6 per cent of the population lives in urban areas.

2. Macroeconomic indicators for the country are positive, with average gross domestic product growth of 5.2 per cent over the last seven years and inflation falling from 16.9 per cent in 2007 to 3.1 per cent in 2016.[2] Progress in economic and social policy is reflected in a reduction of monetary poverty from 42.5 per cent in 2009 to 24.9 per cent in 2016, with extreme poverty falling from 14.6 per cent to 6.9 per cent.[3] However, disparities remain: in rural areas, the poverty level is 50.1 per cent and extreme poverty is 16.3 per cent, compared with 14.8 per cent and 2.4 per cent, respectively, in urban areas. The highest levels of poverty occur in the central region, where 44.4 per cent live in poverty and 13.9 per cent in extreme poverty, followed by the Caribbean coast (39 per cent and 11.5 per cent, respectively). Nicaragua has a low murder rate, with seven murders per 100,000 inhabitants in 2016.[4] In the past, this has brought the country returns in terms of investment in the Central America subregion. Nicaragua is the fourth most vulnerable country in the world to natural disasters.

3. The country has achieved the Millennium Development Goals for child mortality and maternal health and is currently committed to the Sustainable Development Goals and the 2030 Agenda for Sustainable Development. In Nicaragua, mortality among children under the age of 5 years fell from 67.5 to 19.7 per 1,000 live births and infant mortality fell from 17[5] to 14[6] per 1,000 live births between 2011 and 2015. However, neonatal mortality has remained unchanged in recent years, at 10 per 1,000 live births. The departments with the highest neonatal mortality are Carazo (15.6), Rivas (14.9) and North Caribbean Coast Autonomous Region (13.4). Maternal mortality fell from 97 to 37.5 per 100,000 live births between 2007 and 2016, which is largely explained by an increase in the coverage of institutional births (88 per cent), access to health services and an increase in maternity waiting homes. Despite significant progress in reducing maternal mortality, there remain challenges to be addressed, such as cultural beliefs and practices that prevent the use of services, geographic barriers to access, gender violence and teenage pregnancy (due to its inherent risk factors).

4. Although overweight and obesity among children under 5 years of age fell from 11.7 per cent to 9.7 per cent between 2014 and 2017, the prevalence is above the national average in 74 per cent of municipalities, indicating that the reductions are concentrated in a few highly populated municipalities. The departments with the highest prevalence are Managua (19.4 per cent), Carazo (16.8 per cent) and Rivas (16.4 per cent). Chronic malnutrition fell from 17.3 per cent in 2011/2012 to 12.8 per cent in 2017, with the highest levels in the departments of Madriz (21.5 per cent), North Caribbean Coast Autonomous Region (20.8 per cent) and Jinotega (18.9 per cent). Acute malnutrition affects 6.3 per cent of children under 5 years of age, with

[1] National Development Information Institute. In the data, ages are divided into five-year groups, which, for the purposes of this analysis, are expressed in groups up to 19 years.
[2] Central Bank of Nicaragua.
[3] Living Standards Survey 2016.
[4] National police statistics (2016).
[5] Nicaragua Demographic and Health Survey 2011/2012.
[6] Ministry of Health administrative records.

the prevalence highest in Bilwi (9.9 per cent), Jinotega (8.8 per cent) and Granada (8.4 per cent).

5. Malnutrition is associated with a lack of information on healthy diets for families, a lack of nutrition plans that coordinate the intersectoral response and inadequate cultural practices for eating and care. At the national level, early initiation of breastfeeding (within one hour of birth) remains at 54.4 per cent and exclusive breastfeeding for the first six months of a child's life at 31.7 per cent.

6. Approximately 15.3 per cent of children under 5 years of age are not registered by the Civil Registry, with the figure rising to 19.9 per cent in rural areas, 22.3 per cent in the South Caribbean Coast Autonomous Region and 36.5 per cent in the North Caribbean Coast Autonomous Region. In terms of early childhood development, while the monitoring and promotion strategy for growth and development covers 100 per cent of children under 1 year of age and 62 per cent of children under 4 years of age, more effort is required for early stimulation and comprehensive care. The barriers identified to achieving this objective are inadequate coordination mechanisms between early childhood care programmes and institutions and poor coverage of protection services, which are limited to a network of 267 child development centres covering around 15,000 children under 6 years of age.

7. In the past five years significant progress has been made in primary and secondary education in Nicaragua in terms of ensuring free access, expanding coverage and improving quality. Between 2010 and 2016, the gross average enrolment rate in the second stage of initial education (children ages four to six) increased from 54.5 per cent to 65.1 per cent. For primary education, the gross enrolment rate was more than 100 per cent (indicating capture of children of all ages, including underage and overage children) and the rate for secondary education increased from 67.9 per cent to 76.5 per cent. However, strengthening the quality of education remains a challenge for the education system, as doing so involves making further improvements to schooling infrastructure, providing teacher training, updating teaching materials, expanding and strengthening existing flexible modalities of education (for example, community initial education and distance learning for primary and secondary levels in rural areas) and increasing the involvement of families in their children's education.

8. Between 2011 and 2016, the retention rate in the second stage of initial education rose from 90.4 per cent to 91.6 per cent, while for primary school the figure remained at 92 per cent and for secondary school it rose from 86.3 per cent to 87.5 per cent. However, ensuring that 100 per cent of children and adolescents stay in school remains a challenge, as does the reinsertion of children who have dropped out of the system. This means continuing to work on motivating children, using educational technology in the learning process, developing life skills and abilities and ensuring quality and equitable education at the national level.

9. One factor that is directly associated with learning quality is ensuring that teachers are trained and brought up-to-date. It is estimated that around 4.26 per cent of initial education teachers, 12.96 per cent of primary school teachers and 5.03 per cent of secondary school teachers do not have a teaching qualification.[7] Moreover, it is essential that teaching staff receive training and ongoing refresher training in the use of educational technologies and tools, including strategies and materials to

[7] Figures from research by the Ministry of Education, July 2017.

transform teaching practices to favour learning with an inclusive and equitable approach.[8]

10. In order to improve the quality of learning, challenges also remain in strengthening research in education, evaluating learning and monitoring the initiatives and strategies implemented by the Ministry of Education. These mechanisms provide valuable information for early warnings, adjustments and improvements to teaching practices and the sound management of schooling.

11. Current statistics show that children in Nicaragua still encounter violence. Sixteen per cent of mothers with children under the age of 18 years consider physical punishment to be an acceptable form of education. The Institute of Forensic Medicine (IML) reported 8,823 cases of domestic violence in 2015, approximately 15 per cent of which affected children and adolescents. Social perceptions of age and gender condition this type of violence, which is also affected by the lack of knowledge of positive parenting among families.

12. In terms of sexual and gender violence, 6 per cent of adolescents reported in 2012 having suffered some form of sexual violence at some point in their life. Among women aged 15 to 24 years who had suffered from sexual abuse, 37 per cent reported this happening before 15 years of age. According to IML, 60 per cent of the 150,586 forensic medicine analyses in the country between 2013 and 2015 involved cases of physical and psychological violence against women, girls and female adolescents, 17 per cent of which were classified as sexual abuse. A total of 82 per cent of victims of sexual abuse were girls and adolescents under the age of 17 years, with most cases occurring in the family and community environment. This is compounded by the fact that one in four pregnancies in the country occurs among adolescent girls, a situation largely associated with gender violence and reinforced by early unions. The cultural and social context, marked by machismo and patriarchy, allows the persistence of practices that justify violent and unequal behaviour, especially against girls and adolescents. Coordination also needs to be improved between the institutions responsible for preventing and responding to situations of violence to ensure the proper implementation of the integrated care model for victims of gender violence and approval of the prevention and care policy for teenage pregnancies that is currently under development.

13. Lessons learned from previous cooperation, based on the evaluation of seven projects along the Caribbean coast, show the need to work with central government institutions to ensure a more effective implementation of programmes at the local level and to deliver more robust results. The experience and leadership of UNICEF in developing communication strategies to change negative or damaging social norms is a comparative advantage that is recognized by state institutions and international cooperation.

Programme priorities and partnerships

14. In line with the national priorities, based on the experience and lessons learned from previous cooperation and the added value UNICEF can provide for the country, the programme will prioritize three components: child survival and development, quality and equitable education and the protection of children from violence. The programmatic priorities are aligned with the strategic priorities of the National Human Development Programme 2018–2021 and the national sectoral plans. The programme also responds to three of the Goal Areas of the UNICEF Strategic Plan,

[8] Approximately 16 per cent of persons with disabilities (132,530) registered for the "Everyone with You" (*Todos con Vos*) programme are children and adolescents. The most common disabilities are physical, motor, hearing and visual.

2018–2021 and to the Gender Action Plan, 2018–2021. All this will contribute to national efforts related to the Sustainable Development Goals and the 2030 Agenda.

15. Although cooperation will cover the whole country in terms of contributing to the development of public policy, legislative frameworks, norms and protocols, communications and advocacy, interventions will prioritize disadvantaged areas, through coordination with governing institutions using an equity focus. This will help to strengthen coordination between UNICEF cooperation at the central, regional and local levels, so that local interventions are aligned with national policies and results can be achieved on a larger scale.

16. Synergy between programme components will be promoted to ensure the efficient and effective programmatic implementation and use of resources. For example, measures to prevent violence against children will form part of the education and protection components through the Educational Community Councils and Family Councils. Similarly, the early childhood component will provide parenting guidance to families to help create healthy environments and relationships based on respect. As such, the prevention of violence will be tackled simultaneously within the family, community and institutions.

17. Work by the Ministry of the Family, Adolescents and Children to design a prevention and care policy for teenage pregnancies will be supported. Work will continue in training, developing skills and helping to nurture the life projects of adolescents through the Educational Community Councils and Family Councils.

18. The programme will take a cross-cutting approach to the promotion of gender equality, the social inclusion of children with disabilities, disaster risk reduction and the use of innovation.

19. The work of the United Nations agencies will help to strengthen efforts and comparative advantages to deliver results for children. Partnerships with international organizations such as the World Bank, the Inter-American Development Bank and the European Union will be essential in advocating for adequate budgets for children, convening the different actors working in this area and enhancing institutional strategies and resources. Finally, the academic sector, civil society organizations, the media (including child-friendly journalists), artists, volunteer students and other key actors will continue to make contributions to ensure that the rights of children are on the public agenda.

Child survival and development

20. To overcome barriers to reducing maternal and child mortality, improving nutrition, increasing the coverage of early childhood services, preventing teenage pregnancies, improving the quality of care for pregnant adolescents and promoting positive parenting practices, UNICEF will work with the Ministries of Health, Education and Family, Adolescents and Children as well as with children, their families and communities to ensure that children from under the age of 6 years living in conditions of exclusion reach full development in their family and community environments, with inclusive and equitable access to services, even in emergency situations.

21. The component is based on various assumptions: if legislative and operational frameworks of the early childhood services are updated; if there are alternative evidence-based strategies for increasing coverage; if there is coordination between institutions; if current institutional capacities are developed; and if there are sufficient budget allocations for early childhood commitments, then state institutions will have the capacity to increase coverage and improve the quality of services that favour the survival and full development of children. Furthermore, if children, their families and

communities have the knowledge, favourable attitudes and positive norms regarding the importance of a good diet, health care, the positive and responsive care of children as well as their early development, then parents and caregivers will be able to adopt positive parenting/care practices and promote protective, violence-free environments.

22. In coordination with the Pan American Health Organization (PAHO), World Food Programme and United Nations Population Fund, UNICEF will support capacity-building for national institutions and provide technical assistance to the health sector for producing national plans to improve nutrition and reduce maternal and child mortality. Local capacity-building will be provided for community teams to expand delivery and improve the quality of essential promotion and prevention packages that contribute to maternal health and nutrition and for eradicating the mother-to-child transmission of HIV. The community nutrition programme will be strengthened, improving the response and resilience in emergency situations.

23. The integration of inter-institutional and management legislative frameworks will be supported to help improve the quality of the services in the National Early Childhood Policy. UNICEF will promote and assist the development and implementation of cost-effective strategies that contribute to expanding coverage and improving the quality of services of the "Love" (*Amor*) programme. Generation of the corresponding evidence will focus on two aspects: in the first, institutional information systems for gathering and analysing data on the situation of children will be strengthened in partnership with PAHO and the World Bank, while the second involves analysing the public budget for children and determining the cost-effectiveness of institutional interventions. UNICEF will advocate for the allocation of adequate, timely and sufficient resources to improve services that favour early childhood development.

24. Under the shared responsibility model, which is promoted and practised in the country, UNICEF will support the training of health workers and community participation to build capacity among parents and caregivers raising children under 6 years of age. The implementation of the communications strategy for behaviour change will build capacity in institutions, community and families for caring for children and modify traditional gender roles.

Quality and equitable education

25. To contribute to access to and the quality of education as well as continued attendance, UNICEF will support the Ministry of Education to ensure that children and adolescents at the initial education, primary and secondary levels of education have access to inclusive, quality and relevant education that effectively prepares them to integrate into society as active subjects and protagonists of their own development.

26. The implementation of this programme component is closely coordinated with the child survival and development component, including the training of facilitators, promoters and teachers in caring for children under the age of 3 years, nutritional education and HIV prevention. It is also linked to the child protection component through support for Educational Community Councils in preventing violence, teenage pregnancy and promoting new forms of masculinity.

27. In line with the Education Plan for 2017–2021, UNICEF will contribute to capacity-building among teaching staff and technical and management teams at education centres for the implementation of various mechanisms to promote didactic curricula and improved education in classrooms at the initial education, primary and secondary levels. This will generate evidence for permanently improving teaching practices and learning outcomes among children. Support will also be provided for capacity-building for teaching and to update teachers' scientific and methodological

knowledge (both refresher training and continuous professional development), with an emphasis on the effective use of technology, educational equity, managing the risks of natural disasters impacting schools, preventing violence and promoting positive values and gender equality.

28. This component will contribute to developing innovative proposals to promote strategies and modalities for expanding the coverage of initial education, primary and secondary education, especially in rural populations. Support will also be provided for identifying, implementing and validating new and attractive education strategies that contribute to school attendance and the reinsertion into the education system of adolescents who have dropped out of school.

29. Through the behaviour change communication strategy, UNICEF will help to promote social change to increase the interest in school and the perception of the importance of education as a means to improve enrolment and reduce drop-out among children, young people and adolescents. It will also contribute to promoting social practices based on respect and equality between women and men.

30. South-South cooperation will be aimed at identifying good experiences so that educational institutions receive feedback and promote their own practices based on international evidence. Finally, harmonization and alignment with international organizations that provide development funding for primary and secondary education will be key to leveraging funding to support the national priorities.

Protecting children against violence

31. This component will involve collaboration with the state institutions responsible for protecting children to ensure the development of children and adolescents, especially those living in situations of increased vulnerability, in a protective environment and the restitution of rights against all forms of violence, abuse and exploitation.

32. The component is based on the following assumptions: if civil servants have the capacity to design and implement violence prevention programmes and provide legal assistance and specialized rehabilitation to children and adolescents who have been victims of violence; if the scope of child protection services is expanded; if laws, standards and protocols are updated based on evidence of the real situation of violence in the country; and if there is coordination between institutions at the national, regional and municipal levels in implementing violence prevention and assistance programmes, then the institutions that guarantee the protection and restitution of rights will have strengthened capacity for prevention and assistance for violence, abuse and exploitation involving the most vulnerable children and adolescents. Furthermore, if children and adolescents increase their knowledge of life skills and self-care, and if families and community leaders are aware of the consequences of violence, positive attitudes to parenting/care, violence prevention and the transformation of gender roles, then children and adolescents, their families and communities will develop in a harmonious and protective family and community environment.

33. Given the multidimensional nature of violence, the approach will be inter-institutional, primarily involving the Ministry of the Family, Adolescents and Children, the Supreme Court of Justice, IML, the national police, the Supreme Electoral Council, the national parliament, regional governments and municipal authorities. Technical capacity-building for state institutions will be essential for designing and implementing educational programmes and processes to prevent violence and ensure the restitution of rights with a gender and human rights approach in multicultural contexts, even in emergency situations.

34. UNICEF will prioritize strategies that allow the equitable implementation of national programmes in the country's municipalities, ensuring national training processes that involve officials from remote communities. It will also support the strengthening of partnerships between the Government, the Global Movement for Children, United Nations agencies and other actors to transform harmful social norms that promote situations of violence towards children and adolescents.

35. Inter-institutional exchange and links will be used for national, regional and local coordination in implementing prevention and assistance programmes for violence and ensuring readiness for emergencies, in addition to the detection, referral for assistance and reintegration of victims. Generating evidence will help to update policies, legislation, protocols and budgets to address the reality of violence against children and South-South cooperation will facilitate the exchange of knowledge and good practices for child protection.

36. The communications strategy for social change will promote protective behaviour from the family and community, in addition to early warnings and the prompt identification of risks. The promotion of values and peaceful and harmonious coexistence, involving parents, caregivers and community actors, will be a priority to ensure that there are specific tools for dialogue, positive and affective parenting and preventing violence aimed at transforming gender roles and unequal relationships.

Programme effectiveness

37. This component will support activities to guarantee the intersectoral implementation and management of the programme, including its coordination, the monitoring of children's rights, the coordination of emergency responses, the supervision of the cross-cutting implementation of the gender approach, institutional communication and evaluation to ensure the established outcomes are achieved.

Summary budget table

Programme component	*(In thousands of United States dollars)*		
	Regular resources	*Other resources*	*Total*
Child survival and development	1 655	2 700	4 355
Quality and equitable education	1 200	2 800	4 000
Protecting children against violence	1 750	3 500	5 250
Programme effectiveness	1 300	0	1 300
Total	**5 905**	**9 000**	**14 905**

Programme and risk management

38. Based on the annual management plans and the annual workplans, UNICEF will monitor the programme indicators to adopt prompt corrective measures in the budget and the programmatic implementation. The analysis and management of institutional risks will allow the adoption of the measures required to mitigate risks, such as those associated with cash transfers of funds, the effects of emergencies on the programme, potential reductions in funding and changes to staff. Continuous advocacy in close communication with counterparts at the highest level will be aimed at ensuring that issues related to children remain a national priority.

39. Although there is no United Nations Development Assistance Framework, UNICEF cooperation will be articulated with other United Nations agencies to strengthen programmatic synergy and complementarity, with participation in various thematic groups. The Ministry of Foreign Affairs will ensure the coordination of the planning, implementation, monitoring and evaluation processes for the programme, involving state institutions at the central and local levels.

40. This country programme document summarizes the contribution of UNICEF to national outcomes and is the primary method of accountability to the Executive Board for aligning expected outcomes and resources allocated to the country programme. The responsibilities of UNICEF management at the country, regional and headquarter levels for country programmes are laid out in the organization's programme policies and procedures.

Monitoring and evaluation

41. The results and resources framework is the basis for monitoring and evaluating the country programme, as it helps to generate the information required to sustain the programme's implementation. The monitoring strategy will be focused on ensuring that there are indicators with baselines and targets for measuring progress towards delivering the outcomes. UNICEF technical and financial contributions to achieve the objectives will be monitored through financial audits, spot checks and programmatic field visits, in line with the principles of the Harmonized Approach to Cash Transfers.

42. UNICEF will help to strengthen the information systems of partner institutions for the generation and use of disaggregated data, taking into account equity, gender, disability, ethnic origin and geographic location to measure the impact of initiatives. The information required for monitoring progress in reaching targets agreed in the results and resources framework will be requested from the counterparts. The programme will also use the results of knowledge, attitudes and practices studies to measure the impact of communications strategies for behaviour change.

43. The integrated monitoring and evaluation plan and the costed evaluation plan will serve as the basis for decision-making, improving existing policies and developing new child-centred policies as well as for replicating innovative measures. All this will be complemented by capacity-building in programmatic monitoring, research and evaluation methods and the analysis of gender challenges and inequalities.

Annex

Results and resources framework

Nicaragua – UNICEF country programme of cooperation, 2019–2023

Convention on the Rights of the Child: articles 3, 5, 6, 7, 9, 16, 18, 19, 20, 23, 24, 28, 32, 34, 35, 39 and 40

National priorities:
- National Human Development Programme 2018–2021
- National Early Childhood Policy
- Education Plan 2017–2021
- National strategy for promoting coexistence based on respect and equality from schools, the family and the community.

UNICEF Strategic Plan, 2018–2021 Goal Areas:
- Every child survives and thrives
- Every child learns
- Every child is protected from violence and exploitation
- Every child has an equitable chance in life.

Priorities of the UNICEF Gender Action Plan, 2018–2021:
- Prevent teenage pregnancy, respond to child marriages and early unions
- Promote adolescent girls' nutrition and pregnancy care
- Prevention of HIV/AIDS; quality maternal care; involvement of parents in caring for children; preventing and responding to violence against children.

UNICEF outcomes	*Key progress indicators, baselines (B) and targets (T)*	*Means of verification*	*Indicative country programme outputs*	*Major partners, partnership frameworks*	*Indicative resources by country programme outcome: regular resources (RR), other resources (OR) (In thousands of United States dollars)*		
					RR	*OR*	*Total*
1. By 2023, children under 6 years of age in situations of exclusion will reach full development in their family and community environments, with inclusive and equitable access to social programmes and services,	Percentage of live births handled by qualified health workers (doctor, nurse) B: 88 % T: 92 %	Administrative records	– State institutions have management and intersectoral coordination capacities to increase coverage and improve the quality of services that favour the survival and full development of children under 6 years of age,	Ministry of Health	1 655	2 700	4 355
	Percentage of municipalities that implement the nutritional care manual in emergency situations B: 15 % T: 35 %	Administrative records		Ministry of Health			

UNICEF outcomes	*Key progress indicators, baselines (B) and targets (T)*	*Means of verification*	*Indicative country programme outputs*	*Major partners, partnership frameworks*	*Indicative resources by country programme outcome: regular resources (RR), other resources (OR) (In thousands of United States dollars)*		
					RR	*OR*	*Total*
even in emergency situations.	Percentage of children who receive early stimulation and positive care from their parents, with an emphasis on the age range 0 to 3 years (broken down by sex) B: 5 % T: 25 %	Knowledge, Attitudes and Practice (KAP) survey	especially those in situations of exclusion. – Parents and caregivers have the knowledge and tools to practise positive parenting and provide protection and effective care to children under 6 years of age in the family and community environments.	Ministry of Health; Ministry of the Family, Adolescents and Children			
	Rate of chronic malnutrition among children under 5 years of age B: 12.8 % T: 11.6 %	Nutrition censuses		Ministry of Health			
2. By 2023, children and adolescents at the initial, primary and secondary levels and from excluded populations and populations vulnerable to climate change will have access to equitable, quality and pertinent education that effectively prepares them to integrate as active protagonists of their own development.	Percentage of teachers trained in the use and management of technological tools for educational purposes B: 83% T: 100%	Administrative records	– The Ministry of Education has the technical capacity to guarantee inclusive, quality education, whereby children and adolescents, especially those from more vulnerable populations, have access to, remain in and perform successfully in school. – Children, adolescents, families and communities participate in the creation of comprehensive education spaces that promote gender equity and safe and protective school environments and contribute to quality education.	Ministry of Education	1 200	2 800	4 000
	Percentage of teachers trained and brought up-to-date on topics related to inclusive education and didactic guidelines for improving student learning B: 0% T: 100%	Administrative records		Ministry of Education			
	Percentage of pedagogical advisers and directors of educational centers trained and brought up-to-date on issues related to inclusive education and didactic guidelines for the improvement of student learning B: 0% T: 100%	Administrative records		Ministry of Education			
	Number of children, adolescents and parents integrated in the development of actions related to the promotion of [illegible], coexistence, harmony and gender equity	Administrative records		Ministry of Education			

UNICEF outcomes	*Key progress indicators, baselines (B) and targets (T)*	*Means of verification*	*Indicative country programme outputs*	*Major partners, partnership frameworks*	*Indicative resources by country programme outcome: regular resources (RR), other resources (OR) (In thousands of United States dollars)*		
					RR	*OR*	*Total*
	Children and adolescents: B: 0 T: 835,200 Parents: B: 0 T: 878,460						
3. By 2023, children and adolescents, especially the most vulnerable, will grow up in a protective environment that fosters the restitution of rights against all types of violence, abuse and exploitation.	Percentage of children and adolescents receiving assistance with respect to the total number of cases of sexual violence reported by the National Police B: TBD T: TBD	Administrative records	– Institutions that guarantee the protection of children and adolescents as well as response to and the restitution of rights have strengthened capacities to prevent and provide assistance regarding violence, abuse and exploitation of the most vulnerable children and adolescents. – Children, adolescents, their families and communities, especially the most vulnerable, develop life and self-care skills in harmonious and protective family and community environments that foster positive behaviour to prevent violence, abuse and exploitation.	Ministry of the Family, Adolescents and Children, National Police	1 750	3 500	5 250
	Percentage of adults that considers physical punishment as necessary for the education/upbringing of children B: 16 % (2012) T: 10 % (2023)	National Household Survey		National Statistics Office			
	Number of children who have been in contact with the justice system and the authorities who are subject to an alternative measure instead of a sentence that deprives them of liberty B: 70 % (2017) T: 80 % (2023)	Administrative records		Supreme Court of Justice			
Programme effectiveness					1 300	-	1 300
Total resources					**5 905**	**9 000**	**14 905**

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Subregional programme document

Gulf Area (Bahrain, Kuwait, Qatar, Saudi Arabia and the United Arab Emirates)

Summary

The subregional programme document for the Gulf Area is presented to the Executive Board for discussion and approval at the present session, on a no-objection basis. The subregional programme includes a proposed aggregate indicative budget of $9,250,000 from other resources, subject to the availability of specific-purpose contributions, for the period 2019 to 2023.

In accordance with Executive Board decision 2014/1, the present document reflects comments made by Executive Board members on the draft subregional programme document that was shared 12 weeks before the second regular session of 2018.

* E/ICEF/2018/19.

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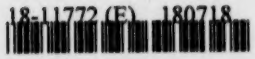

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Programme rationale

1. The Gulf States covered by the subregional programme of cooperation are in the UNICEF Middle East and North Africa (MENA) region and represent five of the six member countries of the Cooperation Council for the Arab Sates of the Gulf: The Kingdom of Bahrain, the State of Kuwait, the State of Qatar, the Kingdom of Saudi Arabia and the United Arab Emirates. The Sultanate of Oman has its own UNICEF country programme.

2. The five countries are increasingly recognized as important partners, with significant political and economic influence in the wider Middle East region and globally. The Gulf States are important donor countries for development and humanitarian activities globally, and increasingly for children and UNICEF.

3. These States have some of the highest per capita incomes in the world.[1] The Gulf Area subregional programme has been developed at a time of major economic, social and political change in the subregion. The rapid decline in oil prices since 2014 has negatively affected growth rates and resulted in major reductions in government revenues. This has in turn led to fiscal deficits and the imposition of austerity measures, including increases in taxation and reductions in subsidies, which in some cases affect safety net provisions, potentially impacting children. In response, all five countries have set out ambitious vision statements for their countries, with similar goals of economic diversification, entrepreneurial growth and a deliberate shift towards knowledge-centred economies that harness the skills of their young populations. [2]

4. These ambitious reform agendas provide a unique opportunity to develop an innovative model of partnership, whereby all five Gulf States and UNICEF collaborate to support catalytic programmes for children domestically, and to mobilize partners and resources for children in the Gulf, the MENA region and globally so as to advance the development and protection of all children.

5. The combined population of the five Gulf States is almost 50 million. In 2016, Saudi Arabia had the largest population size, 32.28 million; followed by the United Arab Emirates, 9.3 million; Kuwait, 4.1 million; Qatar, 2.6 million; and Bahrain, 1.4 million.[3] The subregion is home to 4.2 million children under five years old, and 13.8 million children under the age of 18. Children and young people under 25 years old account for at least 28 per cent of the population of the entire Gulf.[4] All Gulf States host large populations of migrant workers, across all socioeconomic levels, comprising between 30 to 80 per cent of the resident population of each country.[5]

6. The 2016 Human Development Index (HDI) shows Gulf States in the very high human development category, reflecting the impressive gains made in reducing child mortality, increasing life expectancy and significantly increasing secondary education for girls and women. In terms of HDI rankings, Qatar ranks 33rd, Saudi Arabia 38th, the United Arab Emirates 42nd, Bahrain 47th and Kuwait 51st out of 188 countries.[6] All five countries have made significant progress in improving child health and increasing access to education.[7] All five States have committed to the 2030 Agenda for Sustainable Development and the

[1] World Bank, Country profiles, November 2017.
[2] Government of Bahrain, The Economic Vision 2030 for Bahrain; Government of Kuwait, Vision 2035, National Development Plan, 2017; Qatar National Vision 2030, 2008; Kingdom of Saudi Arabia, Vision 2030, 2016; UAE Vision 2021, The Abu Dhabi Economic Vision 2030, 2010.
[3] United Nations Statistics Division, Department of Economic and Social Affairs, UN data. https://unstats.un.org/unsd/databases.htm
[4] UNICEF Regional Office for the Middle East and North Africa, *Progress for Children with Equity in the Middle East and North Africa*, 2017.
[5] UN data.
[6] UNDP, *Human Development Report 2016*, Human Development Index, 2015 data.
[7] UNICEF, *The State of the World's Children 2016*, Statistical tables.

achievement of the Sustainable Development Goals and have started to translate this commitment into national legislation and frameworks.[8]

7. However, the impressive gains made in human development, including child survival and development, disguise disparities between social groups within and across countries that affect the rights of children, adolescents and women.[9]

8. Overall, the populations of all five States enjoy a high standard of health care, with health indicators on par with the member countries of the Organization for Economic Co-operation and Development (OECD). Communicable diseases are largely under control and the challenge now is to address non-communicable diseases. While infant and child mortality has declined dramatically, by over one third since 2000, there are still an estimated 11,000 deaths among children under five each year. Recent malnutrition data show that between 3 to 24 per cent of children under five are underweight, and between 6 to 17 per cent stunted. Across the region, fewer than 1 in 3 infants under 6 months old are exclusively breastfed.[10]

9. Education is recognized as fundamental in achieving a diversified knowledge-based economy and a prerequisite for the realization of the ambitious development goals set by the Gulf States. The private sector plays an increasingly important role in education provision.

10. There are a growing number of nurseries and day-care centres. Pre-primary education (kindergarten) is free for all citizens, but is not compulsory. Across the subregion, 1 in 5 children of pre-primary school age do not participate in early learning programmes, and there is little awareness of nurturing care and early stimulation practices in the home.

11. Gross enrolment rates at primary and secondary levels are high. At lower secondary level the rates diverge; from 73 per cent in Saudi Arabia to 91 per cent in Bahrain. Education spending continues to increase, including spending per student, and is well over the OECD average. Despite high levels of investment, learning outcomes are below expectations, with students scoring in the bottom half or third in internationally comparable assessments for literacy, science and mathematics.[11]

12. Children with disabilities continue to face stigma and discrimination in a situation exacerbated by a lack of disaggregated data, evidence-based policy and practice, and coordinated multisectoral plans for early detection and intervention strategies.

13. Across the subregion – with some important differences – there is pervasive gender inequality. Women's economic and political participation remains low, and legal and cultural constraints hinder participation in many aspects of public life. This inequality is illustrated by the share of women in legislative bodies and female participation in labour markets.

14. Young people are a central pillar in all Gulf country vision statements and national development plans and their situation seen as a measure of social progress. Across all five States there is an emphasis on improving educational quality and standards at all levels and equipping young people with the knowledge and skills to be more entrepreneurial and to look beyond the public sector for employment opportunities. Most Gulf States have national policies for adolescents; yet few have translated these policies into concrete budgeted implementation plans.

15. Of growing concern to governments are the health and lifestyles of adolescents and young people. There are increasing trends of obesity, diabetes and smoking.[12] Across all five

[8] Transforming Our World, http://sustainabledevelopment.un.org/post2015/transformingourworld, accessed 12 April 2018.
[9] MacKenzie, A., 'Priorities for Children in the Gulf Area Sub-Region', internal UNICEF report, December 2017.
[10] UNICEF, *The State of the World's* Children, Statistical Tables, country profiles.
[11] National Centre for Educational Statistics, Trends in International Mathematics and Science Study, 2015.
[12] World Health Organization, WHO global report on trends in prevalence of tobacco smoking, 2015.

States there are concerns about alcohol and drug use and an increasing level of mental health problems among adolescents and young people.

16. Child rights are reflected in all State constitutions and cover the areas of health, education, child protection, juvenile justice and child labour. However, not all laws are fully consistent with international standards. The concluding observations of the Committee on the Rights of the Child highlight the following areas of concern: discrimination against children with disabilities, minority groups and migrant children; the right to acquire a nationality; violence against children at home and in schools; exploitation of domestic workers; the legal age of criminal responsibility falling below internationally recognized standards; the definition of a child, especially in relation to child marriage and juvenile justice and the continued use of corporal punishment.[13]

17. Progressive steps are being taken to strengthen national child protection systems, notably through the establishment of more specialized services and the strengthening of national coordination and referral mechanisms. However, juvenile justice reforms are, overall, more piecemeal. There is increased attention and commitment to addressing violence against children, including in the context of Global Partnership to End Violence Against Children.[14]

18. There is an urgent need to produce high quality data to monitor the implementation of the national development plans and progress in achieving the Sustainable Development Goals. A 2017 UNICEF assessment on the availability of country data for child-related indicators from the Sustainable Development Goal monitoring framework found major data gaps for children in all five Gulf States.

19. The subregional programme was developed following extensive reviews and consultations with the Governments of all five States, informed by their respective vision statements and national development plans and their commitment to the 2030 Agenda. The key objectives of the consultations were to strengthen the strategic partnership between Governments and UNICEF and reach agreement on key catalytic programme priorities in each country. Consultations were also held with technical counterparts, United Nations country teams and civil society partners. Concurrently, a series of situation analyses of children and women were developed.

20. Several important lessons have been identified from the current programme of cooperation It is timely for UNICEF to: (a) develop an innovative partnership model of cooperation; (b) forge a more "fit for purpose" strategic partnership with Governments and meet expectations related to the UNICEF presence in all five countries; (c) develop a more systematic monitoring and evaluation framework and; (d) be more deliberate in leveraging commitments and resources through an expanded range of partners. These partnerships need to extend beyond resource mobilization to include additional means of advancing the global child rights agenda.

Programme priorities and partnerships

21. The goal of the 2019–2023 subregional programme is to further strengthen the strategic partnership with all five Gulf States to accelerate the realization of child rights, in line with their national development plans and the Sustainable Development Goals, while seeking to

[13] Committee on the Rights of the Child: CRC/C/SAU3-4 (Saudi Arabia, 20 February 2014); CRC/C/ARE/CO/2 (United Arab Emirates, 30 October 2015); CRC/C/KWT/CO/2; CRC/CBHR/CO/2-3 (Bahrain, 3 August 2011); and CRC/C/QAT/3-4 (Qatar, 24 June 2016). All can be found tbinternet.ohchr.org/layouts/treatybody/external.
[14] The United Arab Emirates is a leading country within in the MENA Region supporting the Global Partnership to End Violence Against Children.

deepen engagement with the private sector to mobilize and leverage resources for children in the Gulf, the region and globally.

22. To have optimum impact, the partnership between the five Governments and UNICEF will focus on four mutually agreed strategic priorities, building on formative work undertaken in the previous programme of cooperation. These include: early childhood development; child protection; data and evidence on children; and, leveraging partnerships, commitments and resources for children.

Early childhood development

23. All Gulf States have identified early childhood development (ECD) as a priority in their national development plans and as an area of strategic engagement with UNICEF. This builds on the UNICEF comparative advantage in this area and recognizes the MENA launch of *The Lancet* series on early childhood development in Dubai, United Arab Emirates, in March 2017.

24. The overall objective of the ECD result area is to translate this political commitment into direct results for children and their families during the early years by ensuring that all children are guaranteed access to an integrated package of multisectoral services and a protective, safe and nurturing family environment.[15] The focus will be on the period from pregnancy to age 3 – including the critical first 1,000 days of life.[16]

25. To support the Gulf States to achieve this key result, UNICEF and other relevant partners will facilitate the provision of technical assistance and access to high-level experts and models of international good practices that are appropriate for the Gulf. It will also leverage its technical strength in programme implementation to promote core ECD strategies.

26. In collaboration with designated counterparts, UNICEF will advocate at national and decentralized levels for adequate fiscal resources to be allocated for ECD. To achieve change at the family level, UNICEF will support government efforts to strengthen the knowledge and skills on ECD among service providers, parents and other caregivers, with a specific focus on positive parenting, responsive care and early learning.

27. Most Gulf States have identified children with disabilities as a major priority within their ECD programmes. The programme of cooperation will focus on strengthening institutional capacity on the early identification of children with disabilities through technical support and sharing of programme guidance and tools.

28. UNICEF and partners will support Governments to further develop national policies, and technical capacities and strengthen multisectoral responses. In addition, UNICEF will work closely with health and nutrition, child protection and social welfare institutions and organizations on nurturing care and positive parenting, utilizing internationally recognized good practice. The private sector will also be sought out as a key public-private partner in ECD. UNICEF will support the ministries of education in strengthening early care and learning in kindergartens.

29. In addition, a number of Governments have requested support from UNICEF to strengthen data on ECD to fill the gaps, build the evidence base and ensure resources are optimized to improve the quality and impact of ECD interventions, with a specific focus on the most vulnerable and children with disabilities.

Child protection: violence, exploitation and abuse

[15] *The Lancet*, 'Advancing Early Childhood Development: From science to scale', 4 October 2016.
[16] *The Lancet*, Maternal and Child Nutrition, 2013 Series, 6 June 2013.

30. All five Gulf States are making significant efforts to systematically address child rights and further strengthen their child protection systems. In some countries, child protection programmes are being decentralized with the establishment of child protection centres and services at the local level, while national frameworks focus on quality standards and inclusiveness. Juvenile justice reforms have been more gradual.

31. Despite these gains, estimates suggest that in some countries, at least 1 in 5 children experience some form of violence and/or abuse, either at home or in school. The concluding observations of the Committee on the Rights of the Child on the periodic reports of the Gulf States have expressed concern that some forms of child labour persist, particularly for females in domestic labour. In addition, concerns have been raised about the full understanding of levels of violence, increased bullying and online safety and the quality of services provided for victims of child sexual abuse.[17]

32. All five Governments recognize that children and adolescents experience different manifestations of violence and abuse at different ages, and that age-appropriate mitigating measures and responses are therefore required. The paucity of data is a critical impediment to providing effective, age-appropriate and gender-sensitive protection and intervention services.

33. The Committee on the Rights of the Child has noted the increase in the number of juveniles or children in conflict with the law. The Committee has urged all countries in the subregion to build or strengthen systems of restorative and rehabilitative juvenile justice for all children without discrimination.[18] The programme will thus focus on strengthening juvenile justice systems.

34. The programme will focus on strengthening government capacities to generate data to better analyse the causes and extent of violence against children, strengthen national response systems and monitor the effectiveness of national responses. The data will also be used to assist Governments to increase national awareness of child rights.

35. UNICEF and partners will facilitate the provision of technical assistance and access to high-level experts and international good practices appropriate for the Gulf. Technical and strategic support will strengthen the capacity of Governments to optimize existing child protection schemes. UNICEF will support government efforts to strengthen the capacity of families, parents and childcare providers to protect child rights and to identify, report and more effectively respond to violations of child rights.

Data and evidence on children

36. Significant and limiting gaps exist in terms of the availability, quality currency and in-depth analysis of data and programme information on the situation of children across all five countries. There is an urgent need to produce high-quality statistics to monitor, measure and evaluate national development plans and to report on progress towards achievement of the Sustainable Development Goals.

37. A 2017 UNICEF data assessment found major data gaps for children. Among the Gulf States, data were unavailable for 63 per cent of child-related indicators on average, ranging from 68 per cent in Saudi Arabia to 50 per cent in Qatar. In none of the five States did country statistical and information systems produce more than 8 per cent of the available indicators.[19] In cases where data exist, they are often out of date, not collected routinely and infrequently

[17] Committee on the Rights of the Child, concluding observations: Kuwait, CRC/C/OPSC/KWT/CO/1, para 23, 18 February 2008.

[18] Committee on the Rights of the Child, concluding observations: CRC/C/SAU3-4 (Saudi Arabia, 8 April 2015); CRC/C/ARE/CO/2 (United Arab Emirates, 30 October 2015); CRC/C/KWT/CO/2; CRC/CBHR/CO/2-3 (Bahrain, 3 August 2011); CRC/C/QAT/3-4 (Qatar, 10 February 2014).

[19] UNICEF: Is every child counted?, 2017 https://data.unicef.org/wp-content/uploads/2016/09/SDGs-and-Data-publication.pdf SDGs-and-data-publication.

disaggregated. Routinely collected data are essential to identify vulnerable groups, reveal disparities and enable targeted policies and service provision.[20]

38. The situation analyses and lessons learned from the subregional programme (2014–2018 highlighted the importance of strengthening the capacity of the five countries to systematically collect, collate, monitor, analyse, disseminate and effectively utilize disaggregated data, with a special emphasis on disadvantaged children.

39. Working with government counterparts, UNICEF will support the strengthening of data systems and related mechanisms for collection, analyses and use of data to support policies, plans and budgets for children. Related initiatives with other United Nations organizations will be capitalized on as well. The data collected at the national and subnational level will directly support the monitoring of national development plans and Sustainable Development Goal monitoring and reporting.

40. The limited availability of data impedes advocacy efforts and opportunities for leveraging additional resources. As part of the new programme, UNICEF will forge closer partnerships with research, academic and policy institutions to build additional capacity on strengthening data for children.

Partnerships, and leveraging commitments and resources for children

41. As part of the engagement strategy underpinning the development of the 2019–2023 programme, all five Gulf States have endorsed the UNICEF strategic partnership, expanded presence and programme of cooperation for children.

42. The fourth result area of the subregional programme, partnerships, is geared towards leveraging commitments and resources for children. This objective has three distinct and mutually reinforcing elements: (a) strengthen the UNICEF strategic partnerships with all five States to advance child rights in the Gulf, the MENA region and globally; (b) advocate for optimal public financing for children, and leverage existing government social protection expenditure to focus on the most vulnerable children; and, (c) strengthen existing partnerships and develop new ones to mobilize commitments and resources for children in the Gulf, the MENA region and globally.

43. Through the new programme of cooperation, UNICEF will explicitly seek to strengthen its strategic partnership with the Gulf States to advance the realization of child rights in the Gulf and globally. In addition, UNICEF will join United Nations programmatic partnerships, alliances and coalitions for children, capitalizing on regional initiatives. UNICEF will also leverage its existing partnerships to strengthen data and build networks of thought leaders as advocates for children.

44. For this result area, UNICEF will advocate for innovative financing for children. In addition, the organization will support governments to strengthen their capacity to monitor and report on the impact of social policies and social protection measures for children and measure the impacts of austerity measures on children. Building on its global reach, UNICEF will act as a knowledge and technical assistance facilitator to identify and provide high-level international expertise and good practice for the identified priority programmes. Close collaboration within the United Nations country team will be priority.

45. UNICEF will mobilize commitments and resources for children in the Gulf States, the MENA region and globally by engaging with partners; Governments, foundations, major donors, businesses and, increasingly, the public. UNICEF will continue to strengthen its resource mobilization, communication and advocacy capacity.

46. Working closely with the Gulf States, UNICEF will support government initiatives to raise public awareness of child rights. In addition, UNICEF will foster closer existing

[20] UNICEF MENA, SDG child-related indicators, 2017.

relationships with regional entities, including the Cooperation Council for the Arab States of the Gulf, and build on ongoing collaboration with the Islamic Development Bank. UNICEF will continue to partner with other United Nations organizations and leverage their technical expertise for the benefit of children and young people. UNICEF will collaborate with the United Nations Educational, Scientific and Cultural Organization on early learning and out-of-school youth, and with the United Nations Development Programme on young people and juvenile justice. The United Nations common country strategic frameworks provide an opportunity to mobilize additional resources for children and young people in the Gulf.

47. Building on experience, UNICEF will expand its work with the private sector, partnering with businesses as advocates for children and promoting child-friendly business practices in line with the Child Rights and Business Principles. UNICEF will increasingly engage the public to deepen awareness of children's issues, build a constituency of supporters of children's rights and raise funds for its programmes.

Subregional programme strategies

48. The subregional programme of cooperation between the Governments and UNICEF will employ a mix of strategies: (a) partnerships with major donors, businesses, foundations, civil society organizations and research and academic institutions to mobilize commitments for children; (b) mobilization of expertise and facilitation of knowledge generation and exchange; and implementation of good international practices to strengthen government capacity to advance child rights; (c) evidence-based policy development to strengthen legislative and policy frameworks for children and adolescents, in particular in the areas of early childhood development, child protection and juvenile justice; (d) advocacy to promote an end to violence, exploitation and abuse of all children; to ensure the participation of children and adolescents is respected; and to leverage resources for children, including through innovative financing and optimized public funding; (e) capacity development of government counterparts to effectively design, plan, implement, monitor, evaluate and report on programmes for children and adolescents; (f) data and evidence to improve policies and programmes and to strengthen accountability mechanisms for children; and (g) communications for children and behaviour change, resource mobilization, partnership-building and campaigning for children.

49. It is anticipated that young people will become a major priority during the 2019–2023 programme period. UNICEF will increasingly focus on the active and meaningful participation of young people and on life skills and citizenship education, so that young people can be constructive members of society and actively participate in decisions that affect them and their families. Efforts will be made to ensure that girls and boys are equally engaged in such processes.

Programme effectiveness

50. The programme effectiveness outcome aims for the effective planning, coordination and results-based management of the programme of cooperation with the five Gulf States.

51. As part of the subregional programme management plan, a review of the Gulf Area Office will be undertaken to further optimize UNICEF partnerships and expanded presence, to better implement the ambitious and forward-looking new subregional programme, and to more effectively deliver results for children.

Summary budget table

Programme component	*(In thousands of United States dollars)*					
	Bahrain	*Kuwait*	*Qatar*	*Saudi Arabia*	*United Arab Emirates*	*Total*
Early childhood development	350	350	350	800	800	2 650
Child protection: violence, exploitation, and abuse	350	350	350	800	800	2 650
Data and evidence on children	300	300	300	600	600	2 100
Partnerships and leveraging commitments and resources for children	150	150	150	400	400	1 250
Programme effectiveness	100	100	100	150	150	600
Total	**1 250**	**1 250**	**1 250**	**2 750**	**2 750**	**9 250**

Programme and risk management

52. The main higher-level risks that could affect the achievement of the expected results relate to: (a) the potential for conflict in the wider region; (b) the level of cooperation among members of the Cooperation Council; (c) the rapidly changing socioeconomic context and economic downturn that negatively impacts government revenues; (d) adverse weather events or natural disasters; and, (e) a lack of adequate resources available for implementation of the programmes.

53. The country management team will monitor these risks systematically, closely follow progress in each country and look at potential bottlenecks for programme implementation, attempt to mitigate the impact of certain risks and take corrective actions when required.

54. The Gulf Area subregional programme of cooperation outlines UNICEF contributions to national results and is the primary unit of accountability to the Executive Board for alignment of resources assigned to the programme. Accountabilities of managers at the area office, regional and headquarters levels with respect to programmes are prescribed in the organization's programme and operations policies and procedures. The 2019–2023 programme is aligned with national development plans and United Nations strategic frameworks.

55. Agreements have been reached with all five Gulf States on joint planning of activities, programme management and annual reviews. These measures will be supplemented by strengthened an in-country presence to more directly engage with Governments and provide closer oversight of activities.

Monitoring and evaluation

56. The results and resources framework will form the basis of monitoring and evaluation activities. The missing baselines will be established as part of the programme as a matter of priority during the first year of programme implementation. A series of government-led workplanning interactions will be organized as part of the new programme process, out of which a monitoring and evaluation framework will be developed for each country.

57. Two key evaluations will be conducted: (a) Evaluation of the Gulf Area Programme, 2019–2023, with a focus on ECD; and (b) Formative evaluation of partnerships and resource mobilization. These evaluations will generate evidence and knowledge, and will inform decision-making on policies, development and organizational effectiveness as well as programme design.

58. UNICEF will work closely with all five Gulf States to strengthen national capacities to collect, collate and analyse data on progress towards the child-and adolescent-related targets of the Sustainable Development Goals. This will directly enhance the ability to monitor and measure the key result areas of the 2019–2023 subregional programme across all five countries.

59. In addition, UNICEF will forge closer relations with research, academic and policy institutions to strengthen local and subregional capacity to independently monitor, evaluate and report on the situation of children in the Gulf States.

Annex

Results and resources framework

Gulf Area (Bahrain, Kuwait, Qatar, Saudi Arabia and the United Arab Emirates) – UNICEF subregional programme of cooperation, 2019–2023

Convention on the Rights of the Child: Articles 2, 3, 6, 18, 19, 23, 24, 26, 28, 40 and 43–54.

National priorities: The Economic Vision 2030 for Bahrain; Kuwait: Vision 2035; Qatar National Vision 2030; Saudi Arabia Vision 2030; Abu Dhabi Economic Vision 2030

Sustainable Development Goals and Targets: 1:(1.3.1), 2:(2.2.1/2),3:(3.8.1)4:(4.2.1, 4.5.1,), 5:(5.2.1) 8:(8.7.1), 10:(10.1.1.), 16 (16.2.1, 16.2.3, 17.18)

UNDAF outcomes involving UNICEF: United Nations country team: United Nations Strategic Framework for Saudi Arabia, the United Arab Emirates, Kuwait, Qatar and Bahrain

Outcome indicators measuring change that includes UNICEF contribution
Percentage of children under five years of age who are developmentally on track in health, learning and psychosocial well-being; percentage of children receiving a child or other social grant; rate of exclusive breastfeeding among infants under six months of age; percentage of schools that adopt and implement regulations to address violence and promote inclusive learning environments; countries having integrated revised national child rights indicators set into their national database systems, with data disaggregated by key equity dimensions including age, sex, wealth quintiles and disability; number of national policy documents that include child-specific disaggregated data to substantiate statements; member of partners and individuals demonstrating increased knowledge and commitment to child rights and child-centred programming; number of countries that generate evidence on budgets and their linkages to child outcomes to improve budget allocations/expenditure for children.

Related UNICEF Strategic Plan, 2018–2021 Goal Areas: 1–5

UNICEF outcomes	*Key progress indicators, baselines (B) and targets (T)*	*Means of verification*	*Indicative country programme outputs*	*Major partners, partnership frameworks*	*Indicative resources by country programme outcome: regular resources (RR), other resources (OR) (In thousands of United States dollars)*		
					RR	*OR*	*Total*
Early childhood development By 2023, all five Gulf countries have increased coverage of comprehensive, integrated early childhood	**Indicator 1:** Number of sectors that have adopted ECD packages for children at scale (Strategic Plan indicator)	Ministries of Health, Education and Social Welfare reports; National statistical entity impact studies; research and cohort studies.	**Output statement 1**: By 2023, all five Governments have improved capacity to plan, deliver and monitor their early childhood policies, programmes and services, by country.	Governments of Bahrain, Kuwait, Qatar, Saudi Arabia and the United Arab Emirates; counterpart entities, legislative bodies; Ministries of Social Development, Health, Education, Justice, [illegible] and Foreign Affairs	0	2 650	2 650

UNICEF outcomes	*Key progress indicators, baselines (B) and targets (T)*			*Means of verification*	*Indicative country programme outputs*	*Major partners, partnership framework*	*Indicative resources by country programme outcome: regular resources (RR), other resources (OR) (In thousands of United States dollars)*		
							RR	*OR*	*Total*
development (ECD) services and nurturing care practices.	**Country**	**Baseline**	**Target**		**Output statement 2**: By 2023, an increased number of communities, families, parents and caregivers are reached through nurturing and parenting programmes.	– Family Affairs Council (Saudi Arabia) – Supreme Council for Motherhood and Childhood and the General Women's Union (United Arab Emirates). – Supreme Council for Family Affairs (Kuwait) – Supreme Council for Family Affairs (Qatar) – National Commissions for Childhood (Bahrain) – United Nations agencies – Regional bodies: Cooperation Council for the Arab States of the Gulf; – Civil society partners			
	Saudi Arabia	No[1]	Yes[2]						
	United Arab Emirates	No	Yes						
	Kuwait	No	Yes						
	Qatar	No	Yes						
	Bahrain	No	Yes						
Child protection from violence, abuse and exploitation By 2023, all boys and girls, without discrimination, are better protected from all forms of violence, abuse, neglect and exploitation.	**Indicator 1**: Percentage of schools that adopt and implement regulations to address violence and promote inclusive learning environments, disaggregated by country.			Ministry of Labour and Social Development reports; Ministry of Education	**Output statement 1**: By 2023, prevention and response services to address violence and discrimination against children are strengthened in targeted sectors. **Output statement 2**: By 2023, knowledge and awareness on violence against children is increased among government institutions, civil society organizations and the public.	Governments of Bahrain, Kuwait, Qatar, Saudi Arabia, and the United Arab Emirates; counterpart entities; legislative bodies; Ministries of Social Development, Health, Education, Justice, Finance, Planning, and Foreign Affairs – Family Affairs Council (Saudi Arabia) – Supreme Council for Motherhood and Childhood and the General Women's Union (United Arab Emirates). – Supreme Council for Family Affairs (Kuwait)	0	2 650	2 650
	Country	**Baseline**	**Target**						
	Saudi Arabia	To be confirmed in 2019	20% > from baseline						
	United Arab Emirates	To be confirmed in 2019	20% > from baseline						

[1] ECD interventions are not combined and delivered as a package.
[2] There are two or more ECD interventions combined and delivered as a package.

UNICEF outcomes	*Key progress indicators, baselines (B) and targets (T)*			*Means of verification*	*Indicative country programme outputs*	*Major partners, partnership frameworks*	*Indicative resources by country programme outcome: regular resources (RR), other resources (OR) (In thousands of United States dollars)*		
							RR	*OR*	*Total*
	Kuwait	To be confirmed in 2019.	20% > from baseline			– Supreme Council for Family Affairs (Qatar) – National Commission for Childhood (Bahrain) – United Nations organizations – Regional bodies: Cooperation Council for the Arab States of the Gulf; – Civil society partners			
	Qatar	To be confirmed in 2019	20% >from baseline						
	Bahrain	To be confirmed in 2019	20% >from baseline						
Data and evidence for children By 2023, data disaggregated by age, sex, disability and wealth are used for planning, policy development and monitoring of the situation of children and the Sustainable Development Goals in all five Gulf countries.	**Indicator 1:** Number of countries having integrated revised national child rights indicators set into their national database systems with data disaggregated by key equity dimensions including age, sex, wealth quintiles and disability.			– List of national child rights indicators – National policy documents	**Output statement 1**: By 2023, Governments in the Gulf countries have strengthened capacities to routinely collect and share data disaggregated by age, sex, disability and wealth quintiles to inform policy, plans and budgets and monitoring of the situation of children. **Output statement 2:** By 2023, government ministries, academia and research institutions have strengthened capacities for child-focused research, analysis and knowledge sharing.	Governments of Bahrain, Kuwait, Qatar, Saudi Arabia and the United Arab Emirates; counterpart entities, national statistical authorities, Ministries of Planning, Health, Education, Labour, Social Development and Foreign Affairs. – United Nations organizations – Academia – Research institutions – Regional bodies	0	2 100	2 100
	Country	**Baseline**	**Target**						
	Saudi Arabia	No	Yes						
	United Arab Emirates	No	Yes						
	Kuwait	No	Yes						
	Qatar	No	Yes						
	Bahrain	No	Yes						
	Indicator 2: Number of national policy documents that include child-specific disaggregated data to substantiate statements.								
	Country	**Baseline**	**Target**						

UNICEF outcomes	*Key progress indicators, baselines (B) and targets (T)*			*Means of verification*	*Indicative country programme outputs*	*Major partners, partnership frameworks*	*Indicative resources by country programme outcome: regular resources (RR), other resources (OR) (In thousands of United States dollars)*		
							RR	*OR*	*Total*
	Saudi Arabia	0	5						
	United Arab Emirates	0	5						
	Kuwait	0	5						
	Qatar	0	5						
	Bahrain	0	5						
Partnerships, and leveraging commitments and resources for children. By 2023, Governments, private sector and other partners demonstrate an increased commitment to child rights and mobilize resources for children globally and in the five Gulf countries	**Indicator 1:** Number of partners and individuals demonstrating increased knowledge and commitment to child rights and child-centred programming.			– New partners to UNICEF – PPD and PFP incomes – Legislation, policies and plans with child- focused budgets	**Output statement 1:** By 2023, enhance strategic engagement with public and private sectors and partners to leverage commitments and actions for realization of child rights beyond financial contributions, **Output statement 2:** By 2023, maximize resources from public and private partners for UNICEF programmes globally and in the Gulf countries. **Output statement 3:** By 2023, government capacity enhanced to generate evidence on budgets and their linkages to child outcomes to improve budget allocations/expenditure for children.	Governments, government-led appeals, charitable trusts and foundations, private corporations, high net worth individuals, and private individuals, United Nations agencies, regional organizations, multilateral organizations – PFP – PPD – MENA Regional Office	0	1 250	1 250
	Partners	**Baseline**	**Target**						
	PPD (Public Partnerships Division) **(donors)**	6 (2018)	10						
	PFP (Private Fundraising and Partnerships) **(individuals)**	0 (2018)	15						
	Indicator 2:								

UNICEF outcomes	*Key progress indicators, baselines (B) and targets (T)*			*Means of verification*	*Indicative country programme outputs*	*Major partners, partnership frameworks*	*Indicative resources by country programme outcome: regular resources (RR), other resources (OR) (In thousands of United States dollars)*		
							RR	*OR*	*Total*
	Number of countries that generate evidence on budgets and their linkages to child outcomes to improve budget allocations/expenditure for children								
	Country	**Baseline**	**Target**						
	Saudi Arabia	No	Yes						
	United Arab Emirates	No	Yes						
	Kuwait	No	Yes						
	Qatar	No	Yes						
	Bahrain	No	Yes						
	Indicator 3: Percentage increase in financial contributions to UNICEF from the public and private sector for children globally and in the Gulf countries.								
		Baseline	**Target**						
	PPD	$60 million	$76 million						
	PFP	$25 million	$37.5 million						
Programme effectiveness							0	600	600
Total resources							**0**	**9 250**	**9 250**

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Country programme document

Libya

Summary

The country programme document (CPD) for Libya is presented to the Executive Board for discussion and approval at the present session, on a no-objection basis. The CPD includes a proposed aggregate indicative budget of $1,770,000 from regular resources, subject to the availability of funds, and $38,230,000 in other resources, subject to the availability of specific-purpose contributions, for the period 2019 to 2020.

In accordance with Executive Board decision 2014/1, the present document reflects comments made by Executive Board members on the draft CPD that was shared 12 weeks before the second regular session of 2018.

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Programme rationale

1. UNICEF and the government have jointly developed the country programme document (CPD) 2019–2020 in accordance with the needs of children in Libya.[1] Capitalizing on the relative security in 2017 and the return to a full presence for UNICEF international personnel in Libya in 2018, UNICEF will contribute to stabilization and peacebuilding efforts led by the Special Representative of the Secretary-General and the United Nations Support Mission in Libya (UNSMIL), in line with the United Nations Strategic Framework (UNSF) for Libya (2019–2020). Both the CPD and the UNSF are for two years, building synergies between ongoing humanitarian assistance and the longer-term development programme planned for 2021 onwards. This CPD reflects the organization's expanded programme in Libya, which received a significant increase in funding since 2017 in response to the increased needs among the population.

2. Prior to the 2011 revolution, Libya was an upper-middle-income country that had made progress in meeting its Millennium Development Goal targets. UNICEF support to Libya during this period, and in the immediate years that followed, was limited to upstream technical assistance and advocacy in all UNICEF-supported sectors. During the conflict in 2014, two political entities claimed the right to govern. Following United Nations-led peace negotiations in 2015, the Government of National Accord was established in Tripoli by the 17 December 2015 Libyan Political Agreement of Skhirat, Morocco accompanying a United Nations-led national dialogue addressed to the resolution of the political stalemate. However, as of 2018, parts of Libya remain in the hands of various armed groups. The crisis has severely affected the Libyan economy. Income from oil production, the majority of the gross domestic product (GDP), has steadily declined over the past five years, resulting in a rapid shrinking of the economy; the real GDP has fallen to less than half of its pre-revolution level.[2] Due to the political crisis, the Central Bank is only able to allocate funding to two chapters of its budget, related mainly to salaries and subsidies.[3] Rising inflation and the banking liquidity crisis have contributed to a gap between the official exchange rate and the parallel exchange market. The growing deficit, coupled with significant frozen assets, has deepened the economic crisis.[4] The sustainability, effectiveness, efficiency and equitability of the extensive pre-conflict social protection system is in question, with urgent concerns about the future fiscal health of Libya. The political deadlock, economic crisis and armed conflict have fragmented national institutions and seriously affected basic service delivery, partly due to limited budget allocation, sustained cash flow and lack of technical capacities and skills.

3. As of 2017, the Libyan population was estimated at 6.5 million: 49 per cent female and 40 per cent children.[5] In this arid country located in the Sahara desert, 78 per cent of the population live in urban areas.[6] As a result of the conflict, in January 2018 there were an estimated 1.1 million people in need of humanitarian assistance,

[1] Based on the inter-agency Joint Technical Assessment, 2017; UNICEF, 'Situation Assessment of Children and Women in Libya', unpublished, 2017; and Coram International, 'Study on Violence Against Children in Libya', draft report, 13 October 2017.

[2] World Bank, 'Libya's Economic Outlook — April 2017', www.worldbank.org/en/country/libya/publication/economic-outlook-april-2017.

[3] Libyan Constitution, chapter I and chapter IV.

[4] United Nations, 'Strategic Framework for Libya (2019–2020)', unpublished draft, March 2018.

[5] Projections from the Bureau of Statistics and Census for 2017, disseminated by the United Nations Office for the Coordination of Humanitarian Affairs.

[6] United Nations Human Settlements Programme, https://unhabitat.org/libya/, accessed on 5 June 2018.

including 378,000 children and 307,000 women.[7] The most vulnerable groups are concentrated in areas that experience ongoing armed conflict or have large numbers of internally displaced persons (who numbered 165,478 as of February 2018),[8] migrants and asylum-seekers. Girls in Libya are particularly vulnerable to violence and insecurity,[9] most notably migrant women, girls and unaccompanied and separated children on the move. In addition, there is significant involvement of boys and young men in armed groups due to high unemployment, the easy access to weapons and sociocultural factors that encourage youth (particularly boys) to join armed groups.

4. Although Libya has always been a migratory crossroads, in recent years mixed migration, including children on the move (i.e. asylum seekers, economic migrants, unaccompanied and separated children, environmental migrants, victims of trafficking and stranded migrants) has increased dramatically.[10] Libya has become one of the most commonly used — and deadliest — migratory routes into Europe.[11] As of March 2018, there were an estimated 660,000 migrants in Libya (90 per cent of whom were adults, of which 9 per cent were female; and 10 per cent of whom were children (of which 56 per cent were unaccompanied).[12] Many migrants (both male and female) are victims of trafficking, or human smuggling, or both.[13] In July 2017, 49 per cent of migrants interviewed in southern Libya and Tripoli had limited or no education, and only 16 per cent had received vocational training or attended higher education.[14] Migrants report serious human rights abuses at the hands of armed groups.[15] Children have experienced multiple rights deprivations, including arbitrary detention; lack of access to family, education, protection — including from all forms of violence and exploitation — health care, adequate nutrition and living environment; and lack of time or space to play.

5. There are critical gaps in the protective environment and governance systems for children. Essential parts of the legal system have not been harmonized with the Convention on the Rights of the Child, ratified by Libya on 15 April 1993. Some policies and procedures are out of date or missing. Management systems, including those related to data generation, need strengthening in many sectors, including child protection; justice; education; water, sanitation and hygiene (WASH); health; and nutrition, thus making evidence-based planning difficult for all actors. Libyan state services are experiencing substantial capacity gaps, partially due to overdependence on foreign workers before the revolution (most have now left the country), and intersectoral and interdepartmental coordination challenges linked to existing political divisions. This has weakened basic service provision and dramatically increased the need for humanitarian and development assistance.

6. Education is a priority for the government; notably, primary and secondary education are provided free of charge. Prior to 2011, Libya had one of the highest school enrolment rates in the Middle East and North Africa, with no significant differences between boys and girls. Gross enrolment is still 96.7 per cent for children

[7] United Nations Office for the Coordination of Humanitarian Affairs, 'Humanitarian Response Plan: Libya,' January–December 2018.

[8] International Organization for Migration (IOM), Displacement Tracking Matrix (DTM), 'IDP and Returnee Report — Round 17', January–February 2018.

[9] United Nations Development Programme Libya, 'Women, Peace and Security in Libya: Comparative Summary of the WPS Baseline Study, Phase I and Phase II', policy brief, 2015.

[10] Office of the United Nations High Commissioner for Refugees (UNHCR), 'Mixed Migration Trends in Libya: Changing dynamics and protection challenges,' July 2017.

[11] IOM Global Migration Data Analysis Centre, 'Fatal Journeys: Improving Data on Missing Migrants', volume 3, part 2, 2017.

[12] IOM, DTM, 'Libya's Migrant Report: Round 18', March 2018.

[13] Ibid.

[14] Ibid.

[15] Ibid.

in primary and secondary school,[16] including almost global enrolment of displaced Libyan children.[17] However, the quality, inclusivity and relevance of education and the disparities between regions are of concern. An estimated two out of five registered teachers are inactive. Many of those who are working as teachers lack essential education and classroom management skills. Early childhood education is provided by the private sector and is not accessible to most of the population. Access to technical and vocational education and training and life skills education is limited and enrolment has steadily decreased since 2012.[18] Technical and vocational education is generally given less importance than the traditional curriculum and enrolment of girls is particularly low. Libya ranks low in the Global Competitiveness Report 2010–2011 regarding quality of education: out of 139 countries, Libya ranked 128 in primary education and 138 in secondary education.[19] There is a skill gap between labour market demands and the education system. An education data management system is under development by the Ministry of Education, with support from UNICEF. Existing data suggest that children with disabilities and children on the move are often excluded or face discrimination in schools.[20] The International Organization for Migration Displacement Tracking Matrix estimates that some 32,000 migrant children need education support.[21] The protracted conflict has damaged education infrastructure; an estimated 489 schools have been affected, impacting approximately 267,000 children.[22]

7. The health system has been affected by the conflict, due in part to the pressure of population displacement, as well as reduced financial and human capacity. An estimated 17.5 per cent of hospitals, 20 per cent of primary health-care facilities and 8 per cent of other types of health facilities are not operational,[23] with significant geographical variances. There is a critical lack of health workers, including nurses and birth attendants. Libya has a low rate of maternal mortality (7 deaths per 100,000 live births among women aged 15–49),[24] but the deterioration in health services increases the risk of the rate going up. Under-one and under-five mortality rates are low[25] and vaccination rates among children remain high, for example 95 per cent of one-year-olds are fully immunized against diphtheria, tetanus and pertussis and 93 per cent are immunized against measles.[26] There are, however, indications that this may be changing due to disruptions to the vaccine stock supply, a breakdown in the cold chain and limited access to vulnerable groups. Increased migration from sub-Saharan Africa has added to concerns that existing immunization strategies may be inadequate. Food insecurity is on the rise. Exacerbated by record high inflation, in 2017 an estimated 75 per cent of market-dependent households had low purchasing power, and thus had to resort to negative coping mechanisms including skipping meals or reducing the number of daily meals.[27] There is a critical lack of information

[16] UNFPA, UNHCR, WFP, UNICEF 'Libyan Household Multi-sectoral Needs Assessment', unpublished, 2017.
[17] Ministry of Education.
[18] UNICEF Libya, 'Draft Evaluation of Technical and Vocational Education (TVET) in Libya', 2018.
[19] World Economic Forum, 'Global Competitiveness Report 2010–2011', 2010.
[20] Abdul-Hamid, Y., 'Child Rights Situation Analysis Middle East and North Africa', Save the Children Sweden, 2011.
[21] DTM, as quoted in the Humanitarian Response Plan (HRP) 2018.
[22] HRP 2018.
[23] Ibid.
[24] UNFPA, UNHCR, WFP, UNICEF, 'Libyan Household Multi-sectoral Survey Needs Assessment', unpublished, 2017.
[25] UNICEF, *The State of the World's Children*, 2016.
[26] Ibid.
[27] HRP, 2018.

regarding child nutrition. The government has requested support from UNICEF and partner United Nations organizations in addressing increasing nutritional concerns.

8. The water and sanitation sector is also affected by the governance crisis, the weak accountability framework and the protracted conflict. The national water and sewage system is deteriorating rapidly due to poor operation and maintenance and the reduced budget allocation. An estimated 670,000 conflict-affected people (including 270,000 children) lack access to adequate WASH services.[28] Displacement has added pressure on WASH infrastructure and services in many host communities. An estimated 43 per cent of the population relies on trucked drinking water and only 64 per cent of the affected population has access to adequate and safe drinking water.[29] Approximately 90 per cent of waste water is disposed, untreated, into the sea.[30] Roughly 30 per cent of surveyed households lack basic hygiene items.[31] Many schoolchildren do not have adequate access to safe and gender-appropriate WASH facilities in their learning environments. Poor menstrual hygiene management support could affect girls' school attendance. Thirty-three per cent of schools do not have access to safe and adequate water.[32] In detention centres, WASH conditions are particularly concerning. Climate change poses specific risks for Libya; water is becoming even more scarce as temperatures rise and weather patterns become unpredictable.

9. The Libyan National Family Health Survey (2014) found that births were almost universally registered (99 per cent).[33] However, some groups of vulnerable children may fall outside the system, including children born in detention, children born to single or divorced mothers and children born to migrant families.

10. Violence against children is prevalent throughout Libya, including various forms of gender-based violence.[34] According to a recent study, 73.4 per cent of children had experienced physical violence in the past 12 months, including being hit, kicked, pinched or hit with an object.[35] Rates of violence are particularly high in primary and secondary schools; 67 per cent of children reported having experienced violence at the hands of their teachers during the last 12 months and an estimated 36.5 per cent of Libyan children reported peer bullying.[36] Ten per cent of children reported having experienced some type of violence at the hands of armed persons.[37] Some forms of violence against children are socially acceptable, particularly towards boys, because they are seen as part of the development into adulthood. Although statistics regarding child marriage are not available, regional trends suggest that its frequency is likely to increase during times of insecurity.[38] The national child protection system is weak, including the legal framework, child protection mechanisms (including case management), and capacity. There is insufficient research on existing community-based protection mechanisms. The United Nations Secretary-General reported grave violations of child rights during 2016, including the recruitment and use of children by armed groups, indiscriminate killing of children

[28] Joint Country Assessment, 2017.
[29] HRP, 2018.
[30] UNFPA, UNHCR, WFP, UNICEF, 'Libyan Household Multi-sectoral Survey Needs Assessment', unpublished, 2017.
[31] Ibid.
[32] HRP 2018.
[33] Libyan Ministry of Health, 'Libyan National Family Health Survey, Preliminary Report', Tripoli, 2014.
[34] Coram International, 'Study on Violence Against Children in Libya', draft report, 13 October 2017.
[35] Ibid.
[36] Ibid.
[37] Ibid.
[38] UNICEF Middle East and North Africa, in collaboration with the International Center for Research on Women, 'Child Marriage in the Middle East and North Africa', November 2017.

during armed conflict, and attacks on hospitals and schools.[39] Children in many parts of Libya face increasing risks related to mines and explosive remnants of war.

11. The justice system is based on the punishment of offenders rather than rehabilitation. In some cases, children are subjected to harsh punishments (including severe detention conditions), even in cases where no criminal offense has been committed. The "best interests of the child" is not systematically taken into consideration during legal proceedings.[40] Children in contact with the law are not assured confidentiality; this can be particularly damaging for girls.[41] The case management and information system is limited.[42] Children on the move, including separated and unaccompanied children, are often detained.[43]

12. There is evidence that adolescents and youth feel disengaged from their communities and that distrust in government institutions is growing.[44] Youth unemployment rates are high (in 2012, the rate was 48.3 per cent nationally, including 40.8 per cent for boys and 67.8 per cent for girls),[45] coupled with a high expectation of public sector employment and weak social services. Youth report having experienced high rates of violence, reduced opportunities for engagement in safe recreational activities, and pressure to join armed groups (especially boys) to sustain their livelihoods and for community recognition. The lack of opportunities for participation in decision-making processes, which may contribute to social isolation (particularly for girls), has negatively impacted the social and economic integration of youth, contributing to growing levels of frustration.[46]

13. The previous CPD, originally for the period 2013–2014,[47] was designed for a stable upper-middle-income country with a strong central government. The political events of 2011 and 2014 radically altered the landscape of Libya. As a result, the modest budget and previous strategy used by UNICEF, which was characterized by limited upstream support and humanitarian action, are insufficient to respond to the new context and to provide the government with the required support. Lessons learned from the previous country programme cycle demonstrate that (a) upstream work is essential to strengthen the resilience and shock-resistance of national systems, including advocacy for child-friendly budgets; (b) greater scale emergency preparedness and humanitarian response, in partnership with local actors, continues to be a critical priority; (c) strengthening equity-focused basic service delivery, both upstream and downstream (including evidence-based, risk-informed programming) is essential for preventing and responding to emerging needs; and (d) the return to a full UNICEF presence in Libya as of mid-2018 will improve the quality of programming and monitoring. Equity-focused programming is at the heart of this CPD, including strengthening basic social services for the most vulnerable and advocacy for equitable national policies and budgets.

14. The government has requested technical support from UNICEF to contribute to progress toward its Sustainable Development Goal targets. UNICEF is recognized as

[39] United Nations, Children and armed conflict: report of the Secretary-General, A/70/836–S/2016/360, 20 April 2016.

[40] Makkawi, Rifaat, 'Children's Rights in Libya: Assessing compliance of domestic legislation with international human rights standards', unpublished report, 24 February 2013.

[41] Ibid.

[42] Ibid.

[43] UNCHR, 'Mixed Migration Trends in Libya: Changing Dynamics and Protection Challenges', 2017.

[44] 'National Consultation about Youth, Peace and Security — Libya Case', United Nations Educational, Scientific and Cultural Organization, Networks of Mediterranean Youth, United Nations Peacebuilding, and UNFPA, with funding by the European Union, 2017.

[45] International Labour Organization, ILOSTAT database (data retrieved in March 2017).

[46] World Bank, 'Libya Investment Climate Survey', 2011.

[47] The 2013–2014 CPD had four consecutive one-year extensions and will end in 2018.

being an impartial child rights advocacy organization. In the context of Libya, its added value lies in supporting evidence generation, providing technical support to institutional systems strengthening and enabling child rights-informed policy reform. UNICEF has strategic partnerships at all levels of government and with key members of civil society, communities, donors and other United Nations organizations, which will be leveraged to work towards the achievement of children's rights.

Programme priorities and partnerships

15. Under the guidance of the coordination framework for international technical cooperation with the government, the CPD is aligned with sectoral priorities identified by the government. The UNSF for Libya (2019–2020) and the country programme of cooperation respond directly to national priorities, in accordance with the 'United Nations working together' implementation strategy.

16. The CPD will contribute to two of the three specific outcome areas described in the UNSF supporting sustained basic social services (outcome 3), and governance strengthening and rule of law (outcome 1); as well as objective 2 of the Humanitarian Response Plan for Libya (2018) (basic service provision). By so doing, the CPD will contribute to the achievement of Sustainable Development Goals 1–6, 8, 10 and 16.

17. During this two-year bridge programme, the UNICEF strategic approach will embrace humanitarian, development and peacebuilding efforts by leveraging the experience and groundwork of its humanitarian programmes and decades of upstream development support to the government, in close cooperation with UNSMIL, other United Nations organizations and key stakeholders.

18. The goal of the CPD is to contribute to national efforts enabling all children and adolescents in Libya, especially those who are most vulnerable, to have their rights progressively fulfilled and to develop to their full potential in an inclusive and protective environment. To these ends, UNICEF will support equitable, child-friendly basic service delivery in targeted municipalities, strengthen the protective environment for children, and contribute to the development of an enabling environment where the government and civil society organizations have increased capacity, systems and services to fulfil their obligations under the Convention on the Rights of the Child through the following cross-sectoral programme components:

Support to basic social services

19. UNICEF and the government aim that by 2020 children, adolescents, youth and their families, especially the most disadvantaged, are increasingly using improved quality basic social services (outcome 1 of the country programme results and resources framework (RRF)) by strengthening programmes in the targeted municipalities, allowing these programmes to be taken to scale. Targeted municipalities have been selected based on a vulnerability assessment, prioritizing conflict-affected areas, internally displaced persons and regions impacted by migration. To strengthen service delivery of WASH, health, nutrition and education, UNICEF and the government will adopt the following implementation strategies: (a) strengthening the technical capacity of government partners in targeted line ministries as well as service providers (including teachers, WASH specialists and heath personnel); (b) directly supporting service delivery in health, nutrition, WASH and education, including procurement of supplies; and (c) promoting communication for development, with a focus on healthy lifestyles and equity-focused access to services.

Protective environment for children and adolescents

20. UNICEF and the government aim that by 2020, girls and boys are better protected from violence, abuse, exploitation and neglect (outcome 2 of the RRF). To reach this objective, UNICEF will work with the government, United Nations organizations and other partners on: (a) preventing violence, using communication for development and harnessing the power of two-way communication to promote the basic rights of children. This programme will not only raise awareness, it will also engage communities and encourage adults, adolescents and children to identify problems, propose solutions and take action to harness their resilience and improve their own lives; (b) strengthening the capacity to monitor child protection issues, including in schools, the justice system, and with regard to grave violations of child rights; (c) modeling and scale up of child protection response services and referral systems in schools and communities, targeting the most vulnerable children (including the rehabilitation and reintegration of children associated with armed groups); (d) contributing to restorative justice-based reforms of the justice system for children through building the capacity of key actors in targeted municipalities, policy reform and scaling up non-custodial remedies and alternatives to detention (including for children on the move).

Evidence-based policy reform

21. UNICEF and the government will contribute to ensuring that by 2020, as an initial stage, the government's capacity to develop and implement child-friendly social policies at the national level is enhanced. It will strive for key government institutions to have improved evidence-based and child-focused policymaking, planning and budgeting, and to have placed children and adolescents at the centre of its overall development focus (outcome 3 of the RRF). The following implementation strategies will be used: (a) strengthen the government's capacity to generate evidence regarding health, nutrition, child protection, education and WASH, including developing the institutional capacity of the national Bureau of Statistics and Census; (b) contribute to evidence generation on the situation of all children in Libya; (c) in partnership with the Bretton Woods institutions and United Nations partners, provide technical support and capacity-building to strategic departments in relevant line ministries and service providers regarding the aforementioned child-related policies, planning and budgeting.

22. This country programme has three cross-cutting strategic focus areas that will be given exceptional consideration by UNICEF, in coordination with other United Nations partners: (a) given the unstable situation in Libya, emergency preparedness and response will be an important cross-cutting priority, including advance preparation and capacity-building of government partners, and providing coordination support; (b) through all of its implcmentation strategies, UNICEF will contribute to ensuring that women and girls have equal access to basic social services and to a protective and enabling environment; and (c) understanding that adolescents and youth are critical to the long-term stability and development of Libya, UNICEF will engage youth as active change agents in all programmes (particularly peacebuilding, social mobilization and emergency preparedness) and will ensure that programmes and government policies contribute to the development of skills and opportunities for the positive social, economic and civic engagement of youth.

Partnerships

23. To build collaboration around the protection and well-being of all children in Libya and to capitalize on its strategic role as a convener, UNICEF aims to contribute to coordination efforts between relevant stakeholders, including government line

ministries and municipalities in the east, south and west of Libya as well as between international and national actors.

24. UNICEF will seek to leveraging resources from the government and major influencers to reach the most vulnerable children, adolescents and their communities. The country programme will strengthen existing partnerships and create new opportunities for partnership to promote the protection of all children in Libya, including with other United Nations organizations; the international community (to advocate for a child-sensitive agenda); strategic partners (to ensure reach); civil society organizations engaged in programme implementation (including capacity reinforcement); academic institutions and social leaders; and the private sector (including oil) to win support for the cause of children to leverage the extensive private wealth in Libya.

Summary budget table

	(In thousands of United States dollars)		
Programme component	*Regular resources*	*Other resources*	*Total*
Support to basic social services	177	21 373	21 550
Protect environment for children and adolescents	177	10 101	10 278
Evidence-based policy reform	1 239	1 281	2 520
Programme effectiveness	177	5 475	5 652
Total	**1 770**	**38 230**	**40 000**

Note: In addition to the amounts shown, significant amounts of other resources emergency are expected to be raised under the Humanitarian Action for Children for Libya (2018).

Programme and risk management

25. To enable the UNICEF country programme to meet its objectives through quality control and good management, the programme effectiveness component will focus on four organizational performance enablers: transparent and accountable governance of the programme; results-oriented, efficient, effective and collaborative management; versatile staff who are agents of change; and efficient, safe and secure systems connecting results and people.

26. UNICEF will use the information management systems put in place and strengthened during this programme (e.g. the Health Information System) and the assessments completed to ensure accountability to affected populations and to serve as early warning and reporting mechanisms. Regular data collection will allow UNICEF to monitor emerging needs (e.g. disease patterns, quality of teaching/learning processes, etc.) so that programme strategies are aligned and deployed in a timely manner.

27. UNICEF will continue to lead the United Nations country team's programme management team and to coordinate with the operational management team and with relevant sector coordination groups. UNICEF Libya will continue to work within the UNSF and relevant UNICEF rules and regulations, as well as the harmonized approach to cash transfers (HACT) framework.

28. This CPD outlines the UNICEF contributions to national results and serves as the primary unit of accountability to the Executive Board for results alignment and resources assigned to the programme at the country level. Accountabilities of managers at the country, regional and headquarters levels with respect to country

programmes are prescribed in the organization's programme and operations policies and procedures.

Risk and risk mitigation

29. There is a risk of a widespread humanitarian crisis caused by an increase in violence, conflict and insecurity, or by a breakdown in social services, or both scenarios, which would potentially restrict access to the most vulnerable children. To mitigate these risks, in coordination with other United Nations organizations and partners, UNICEF will: (a) develop an updated emergency preparedness plan and a business contingency plan to ensure continued programme implementation and monitoring; (b) utilize the rapid response mechanism as the primary means of delivering and monitoring humanitarian assistance in the medium term. Additionally, UNICEF will continue to rely on third-party monitoring and partnerships for humanitarian assistance and rapid response, within the framework of the organization's rules and procedures and the HACT modality; and (c) support line ministries in emergency preparedness and build the capacity of the government and civil society partners in humanitarian action, particularly with regard to the humanitarian principles. By the end of the programme period, the government should be ready to begin work on a national disaster risk management plan.

30. Further deterioration of the banking system and a deepening of the liquidity crisis could impede implementation of the programme, due to ongoing complications in transferring cash to government and civil society partners. To mitigate this risk, in coordination with line ministries and civil society organizations, UNICEF has developed cash transfer modalities that will be further strengthened within the HACT framework.

31. There is a risk that, given the ongoing crisis, only a few international partners will be operating inside Libya during the programme period. UNICEF will continue to invest in partnerships with local non-governmental and community-based organizations and to build their organizational and technical capacity.

32. The political stalemate has resulted in significant challenges to coordination within the central government and between municipalities and the central government. The continued stalemate may deepen such fragmentation, complicating coordination of basic service delivery and preventing legal and policy reform during the programme period. UNICEF has built a network of partnerships with line ministries and municipalities across Libya to ensure that the needs of the most vulnerable children can continue to be met, despite political tensions and the economic downturn.

33. During the programme period, funding may be reduced as a result of shifting donor priorities. UNICEF will continue to analyse funding trends and attempt to forecast the direction of donor priorities to anticipate potential shifts. UNICEF will maintain and expand its donor portfolio through increased visibility, quality donor reporting and knowledge-sharing. UNICEF will leverage funds from the private sector, diaspora and individual families in Libya and will advocate for increased use of government resources to benefit children.

Monitoring and evaluation

34. Equity-based monitoring of results will track progress made by UNICEF in addressing bottlenecks, in the framework of the 2030 Agenda for Sustainable Development, particularly its pledge to "leave no one behind". The country programme results and resources framework and monitoring and evaluation plan will

serve as the overall framework for disaggregated monitoring of outcomes and will directly contribute to results under the UNSF.

35. Due to ongoing insecurity, UNICEF will continue using third-party monitoring to ensure that programmes reach the intended populations of boys and girls in hard-to-reach locations. Over the programme period, when and where feasible, UNICEF will aim to reduce the use of third-party monitoring by increasing the presence of UNICEF staff in programme locations.

36. To improve national information systems, UNICEF will work with the Bureau of Statistics and Census, line ministries and subnational authorities to implement information management systems, potentially including innovative technologies that allow for rapid collection of information.

37. Midyear and annual reviews will explore new opportunities and risks to ensure that the programme remains relevant to the evolving context. The reviews will assess progress in the framework of the humanitarian-development-peace nexus agenda. A continuous assessment of barriers and bottlenecks will further inform adjustments to programme strategies.

38. Monitoring and accountability mechanisms will be implemented to facilitate direct feedback from beneficiaries, including a youth accountability mechanism (to be developed with UNSMIL and other United Nations organizations), key informant interviews and focus group discussions. Monitoring results will directly feed into programme learning and strategic realignment of activities and implementation strategies.

39. UNICEF will conduct an evaluation of its previous country programme in the context of remote programming. The findings of the evaluation will inform the implementation of the current CPD.

Annex

Results and resources framework

Libya — UNICEF country programme of cooperation, 2019–2020

Convention on the Rights of the Child: Articles 2, 3, 4, 6, 7, 12, 13, 15, 19, 20, 22, 23, 24, 25, 26, 28, 29, 31, 37, 38, 39, 40 and 42

National priorities: Sustainable Development Goals 1–6, 8, 10 and 16

United Nations Strategic Framework outcomes involving UNICEF: By late-2020, relevant Libyan institutions improved their capacity to design, develop and implement social policies that focus on quality social services delivery for all women and girls, men and boys (including vulnerable groups, migrants and refugees) in Libya towards enhancing human security and reducing inequalities (outcome 3)

Related UNICEF Strategic Plan, 2018–2021 Goal Areas: 1–5

UNICEF outcomes	*Key progress indicators, baselines (B) and targets (T)*	*Means of verification*	*Indicative country programme outputs*	*Major partners, partnership frameworks*	*Indicative resources by country programme outcome: regular resources (RR), other resources (OR) (In thousands of United States dollars)*		
					RR	*OR*	*Total*
1. By 2020, children, adolescents, youth and their families, especially the most disadvantaged, are increasingly using improved quality basic social services	Proportion of the population using safe drinking water* B: 65% T: 70 % * Due to the limited time frame of the CPD and the critical absence of data, the baseline and the target reflect the 28 targeted municipalities. Results will be taken to scale during the next CPD.	Partner reports (municipal water authorities)	1.1 Vulnerable girls and boys, adolescents and their families have increased access to water, sanitation, hygiene, nutrition and health services in targeted municipalities. 1.2. Vulnerable girls, boys, adolescents and youth have increased access to inclusive and quality formal and non-formal education. 1.3 Vulnerable adolescents and youth have increased awareness and access to technical and vocational education and training and life skills programmes in targeted municipalities	Line ministries, civil society organizations, communities	177	21 373	21 550
	Children <1 year receiving measles-containing vaccine at the national level B: 93% T: 95%	Health Information System (HIS)					

UNICEF outcomes	Key progress indicators, baselines (B) and targets (T)	Means of verification	Indicative country programme outputs	Major partners, partnership frameworks	Indicative resources by country programme outcome: regular resources (RR), other resources (OR) (In thousands of United States dollars)		
					RR	OR	Total
	Number of children who are benefiting from improved learning environments* B: 99,378 T: 200,000 * Due to the limited timeframe of the CPD and the critical absence of data, the baseline and the target reflect the 28 targeted municipalities. Results will be taken to scale during the next CPD.	Education Management Information System (EMIS); partner reports (Ministry of Education)	1.4 Girls and boys aged 0–59 months are protected against vaccine-preventable diseases, with special attention to polio and measles, in targeted municipalities 1.5 Vulnerable adolescents and youth have increased social and economic inclusion in their communities and engage in dialogue and peacebuilding in targeted municipalities				
2. By 2020, girls and boys are better protected from violence, abuse and exploitation	Percentage of girls and boys in conflict with the law who are subject to a diversion order or alternative measure as opposed to a custodial sentence (in targeted municipalities) B: 0 T: 10%	Partner reports (line ministries)	2.1 Community-based child protection, psychosocial and reintegration services are available for vulnerable boys and girls, including survivors of all forms of violence, children with disabilities, children on the move and children associated with armed conflict in targeted municipalities 2.2 Child-friendly justice institutions and services available for boys and girls in contact with the law in targeted municipalities. 2.3 Boys and girls, parents, teachers and communities have improved awareness of the risks of violence against children and available child protection services.	Line ministries, civil society organizations, communities	117	10 101	10 278
	Percentage of girls and boys, survivors of violence, exploitation, and abuse, who are provided with specialized interventions through UNICEF-supported programmes B: 0 T: 20%	Child Protection Information Management System					

UNICEF outcomes	*Key progress indicators, baselines (B) and targets (T)*	*Means of verification*	*Indicative country programme outputs*	*Major partners, partnership frameworks*	*Indicative resources by country programme outcome: regular resources (RR), other resources (OR) (In thousands of United States dollars)*		
					RR	*OR*	*Total*
			2.4 National systems for monitoring, reporting and responding to violations of children's rights are strengthened, including technical capacity, information management and referral.				
3. By 2020, key government institutions have improved their evidence-based child-focused planning and budgeting.	Number of national health, education and protection mechanisms that provide regular disaggregated data, with regard to vulnerable groups. B: 1 (HIS) T: 5	EMIS, HIS, Child Protection Information Management System	3.1 Learning and evidence on childhood poverty, vulnerability, public finance and social protection is generated to inform child-centered social sector policies and budgets 3.2 Basic service providers at the national and subnational level have increased capacity to develop and prioritize equity-focused, evidence-based policies and budgets and are better able to respond to emergencies	Line ministries, civil society organizations	1 239	1 281	2 520
	Number of updated policies and/or strategies adopted or revised based on child-friendly priorities B: 0 T: 6	Government validated records					
Programme effectiveness					177	5 475	5 652
Total resources					**1 770**	**38 230**	**40 000**

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Country programme document

Bhutan

Summary

The country programme document (CPD) for Bhutan is presented to the Executive Board for discussion and approval at the present session, on a no-objection basis. The CPD includes a proposed aggregate indicative budget of $4,720,000 from regular resources, subject to the availability of funds, and $22,730,000 in other resources, subject to the availability of specific-purpose contributions, for the period 2019 to 2023.

In accordance with Executive Board decision 2014/1, the present document reflects comments made by Executive Board members on the draft CPD that was shared 12 weeks before the second regular session of 2018.

* E/ICEF/2018/19.
Note: The present document was processed in its entirety by UNICEF.

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Programme rationale

1. A nation that has shown impressive socioeconomic gains, Bhutan is a candidate for graduation from least developed country status. Children and adolescents comprise 41 per cent of the total population of 780,000 people (female: 48 per cent; 64 per cent in rural areas), representing a major asset for development and growth. By 2040, this demographic window of opportunity is expected to start closing, with an increasingly ageing population. In addition, most the population will live in urban environments. Such dynamics point to the need for increased investment in the development of children and adolescents.[1]

2. Poverty reduction has been impressive, with about 8.2 per cent of people considered income-poor in 2017, compared with 23.2 per cent in 2007. This reduction in poverty is reflected in multidimensional poverty rate of 5.8 per cent in 2017 compared with 12.7 per cent in 2012.[2] Reduced child and adult mortality is reflected in the rise in life expectancy from 52.5 years in 1990 to 69.9 years in 2010. The total fertility rate plunged from 6.5 children per woman in 1984 to 1.9 in 2017.

3. Building on the principles of the "gross national happiness" development philosophy of Bhutan, national priorities are articulated in the Government's Twelfth Five-Year Plan (12FYP) 2018–2023, which emphasises coordination and collaboration across sectors. The Government invests 18 per cent of its budget in education and 8 per cent in health care to ensure free basic services for all. Prudent fiscal policies and hydropower investments have facilitated economic growth, which increased to 8 per cent annually (2016) from 2.1 per cent (2013).[3] The country's human development progress has been significant, achieving several Millennium Development Goals.

4. Nonetheless, Bhutan faces challenges to achieve the Sustainable Development Goals. Disparities between population subgroups by wealth quintile, location, gender, age remain acute, contravening Sustainable Development Goal 10 and challenging the "last mile" of development. About 97 per cent of the multidimensionally poor are rural; urban contexts also present complex social issues.[4] The greatest vulnerabilities encompass diverse groups of children and adolescents,[5] with 33.9 percent of children multidimensionally poor.[6] Children with disabilities are particularly disadvantaged, given insufficient mechanisms to respond to their needs compounded by stigma. Access to services, in part because of mountainous terrain, remains a barrier.

5. Major challenges include the need to strengthen high-quality disaggregated data and institutional capacity, particularly at decentralized levels, to effectively implement equity-focused development policies and to prioritize areas lagging in human development in urban and rural settings. Nearly all sectors require enhanced, equity-focused evidence to inform policies and programmes for children, especially the most vulnerable. Little up-to-date analysis is available to indicate the proportion of Government financial allocations for children.

6. The dominant public sector employs comparatively few young people. The private sector is emerging, but overreliance on hydropower increases economic

[1] Population figures to be updated following release of census 2017 report.
[2] Multidimensional poverty index (MPI) 2017.
[3] Royal Monetary Authority of Bhutan, 2016/2017.
[4] Bhutan Living Standards Survey (BLSS) Report 2017.
[5] Children in the poorest wealth quintile; rural children; girls (in general, although sometimes boys specifically); children with disabilities; very young children (0 to 6 years); children in pockets of urban poverty; child monks/nuns; children in the east/south of the country; children in remote areas; working children; children of single/less-educated/alcoholic parents.
[6] Child Multidimensional Poverty Index 2016.

vulnerability through linkages to climate-change impacts. Diminishing contributions from development partners considering the expected graduation from least-developed-country status puts social sector achievements at risk.

7. Bhutan remains a young democracy, with a need to strengthen governance for child rights and forms of democratic engagement, particularly among women. To ensure that no one is left behind, it is necessary to address key cross-cutting issues identified in the 2017 Situation Analysis: (a) gender-specific disparities; (b) early childhood care and development (ECCD); (c) programming for youth/adolescents; (d) children with disabilities; (e) vulnerable rural and urban children and women; (f) resilience, disaster risk reduction and climate change.

8. Bhutan faces a silent emergency in quality of diet. Childhood stunting fell from 33.5 per cent to 21.2 per cent between 2010 and 2015 and the prevalence of anaemia among children under the age of 5 years fell by nearly half between 2003 and 2015 to 43.8 per cent. No gender differences have been found in infant and young child feeding (IYCF) practices, although recent data disaggregated by gender are not available. Anaemia in reproductive-age women is 34.9 per cent, with 31.3 per cent of girls' anaemic.[7] Underlying causes include a shortage of specialized staff and suboptimal IYCF. Undernutrition is closely linked to water, sanitation and hygiene (WASH), yet 37.0 per cent of households still lack access to basic sanitation facilities.[8] Bhutan supplies safe drinking water to 99.5 per cent of the population (2017).[9] However, about 46 per cent of district hospitals face severe water shortages,[10] 54 per cent of schools do not have a sufficient water supply and 22 per cent do not have improved toilets.[11] Field visits have demonstrated that the situation in monastic institutions is even worse. In addition to a need for systems strengthening, other bottlenecks include limited demand in nearly all sectors, quality of social services and social norms are detrimental to children's well-being.

9. Infant and under-5 deaths stand at 30.0 and 37.3 per 1,000 live births, respectively, and 70.0 per cent of infant deaths occur within 28 days of birth.[12] Premature births (36.0 per cent of neonatal deaths), low birth weight and suboptimal care[13] have serious implications for early childhood development. Inequalities in neonatal deaths are related to wealth, the mother's education and geography (e.g., neonatal mortality is 10.3 times higher among the poorest than the richest, and 2 times higher in eastern Bhutan than western Bhutan). Adolescent fertility remains high; about 8.5 per cent of adolescent girls have given birth, while 15.3 per cent were pregnant in 2010.

10. Literacy stands at 66.0 per cent, with wide variations by gender and location (males, 73.4 per cent; females, 59.2 per cent; urban 81.7 per cent; rural 58.3 per cent). ECCD services for children 0 to 3 years need improvement. The enrolment of children 3 to 5 years in preschool remains gender-equitable but low, at 21.8 per cent (2017).[14] By region, variations range from 5.5 per cent to 13.6 per cent (2010). Low preschool coverage is linked to poor school readiness; quality is compromised by low-quality facilities and inadequately trained facilitators.

[7] National Nutrition Survey (NNS) 2015.
[8] BLSS Report 2017.
[9] Multiple indicator cluster survey (MICS) 2010; National Health Survey (NHS) 2012; NNS 2015; BLSS 2017.
[10] Ministry of Health, 2015.
[11] Ministry of Economy, 2017.
[12] Ministry of Health, 2017.
[13] NNS 2015.
[14] UNICEF, 2017.

11. Enrolling all children in school and achieving inclusive quality education are national concerns. About 10,000 children aged 7 to 14 years remain out of school,[15] many likely to be children with disabilities.[16] Grade repetition rates are the second-highest in South Asia.[17] Only 12 out of 515 schools are equipped for special education needs. Challenges to basic education quality include a poor working environment for teachers and the lack of a relevant curriculum.[18] The rate of proficiency achievement in English and mathematics at Grade 10 is 19 per cent and 4 per cent, respectively. Tertiary-level gender parity has not been achieved, indicating a need to improve girls' education.

12. The Government has adopted the Child Care and Protection Act 2011, Child Adoption Act 2012 and Domestic Violence Act 2013 and policies relating to the protection of children have advanced greatly. However, 64.1 per cent of children experience physical violence; 12.8 per cent experience sexual violence (girls, 13.5 per cent; boys, 11.9 per cent). More than half such violence is committed by peers, often during bullying in boarding schools. Children with disabilities are especially vulnerable to violence against children (VAC). Vulnerability to VAC is exacerbated by family fragmentation and urban migration, and may be linked to high rates of violence against women.[19] Child labour stands at 18.4 per cent.[20] Early and forced marriage continue to occur, with 30.8 per cent of girls married before the age of 18 years,[21] particularly in the eastern part of the country, giving rise to early pregnancy and childbearing.

Programme priorities and partnerships

13. To address the above-mentioned issues, the Government has requested strong UNICEF support for the implementation of the 12FYP. On the basis of the organization's comparative advantage, programme priorities were formulated through a highly participatory process with all partners. In the context of the United Nations Delivering as One, the UNICEF vision for the country programme is that, by 2023, every child and adolescent in Bhutan, especially the most vulnerable, increasingly benefits from inclusive and gender-responsive policies, programmes, services and budget allocations at the national and subnational levels. The programme will be focused on populations and areas with the highest disparities and worst child development indicators, especially in the eastern and southern parts of the country.

14. UNICEF will implement five strategies, identified through a causality analysis with national stakeholders: (a) accelerate interventions to address disparities, using a systems-strengthening approach; (b) make programmes fit-for-purpose by addressing data and evidence gaps for policy advocacy; (c) enhance synergies and multi-sectoral interventions; (d) refocus on equity, while maximizing space for innovation; and (e) leverage resources for effective public finance for children. These strategies are aligned with the 12FYP, the Sustainable Development Goals, the Convention on the Rights of the Child, the Convention on the Elimination of All Forms of Discrimination Against Women and the Convention on the Rights of Persons with Disabilities.

15. With equity as an overarching strategy, the country programme aligns with the UNICEF Strategic Plan, 2018–2021, the Gender Action Plan, 2018–2021 and the

[15] MICS 2010 (most recent estimate available).
[16] NSB, Disability Needs Assessment 2017.
[17] Education Statistics 2016.
[18] Education Blueprint 2014–2024.
[19] National Survey on Violence Against Children and Young People, 2016.
[20] Ibid.
[21] MICS 2010.

organization's South Asia regional priorities. The country programme contributes to the United Nations Sustainable Development Partnership Framework (UNSDPF) 2019–2023 for Bhutan. In addition, it will implement the common chapter of the strategic plans of UNICEF, the United Nations Development Programme and the United Nations Population Fund (UNFPA), fostering the contribution to the implementation of the Sustainable Development Goals and supporting joint programming. Interventions addressing joint programmes with other United Nations entities include adolescents and youth, gender-based violence, disability, maternal and child health (World Health Organization (WHO), nutrition (World Food Programme), data and evidence and disaster risk reduction.

16. UNICEF will invest in partnerships with the Government, civil society, academia, communities and development partners at all levels, including the emerging private sector.

17. With the strong role of UNICEF in Bhutan and its capacity to leverage resources for children via global partnerships, the programme components are focused on (a) child survival and development; (b) education; (c) child protection; and (d) social policy. The implementation of these components will enable duty bearers to effectively reach vulnerable children and families, in both rural and urban environments. Coordination will be strengthened to ensure an integrated and gender-responsive approach, combined with targeted policy advocacy, and a focus on resilience and disaster risk reduction through the integration of sector-specific contingency plans in collaboration with the Government, while emphasizing the humanitarian-development continuum.

Child survival and development

18. This component will achieve three key results, focused on newborns, children under the age of 5 years and adolescent girls and boys: (a) improved quality of neonatal and maternal health interventions to reduce high neonatal mortality; (b) reduced stunting and anaemia, along with improved adolescent girls' nutrition; and (c) strengthened WASH in institutions, including health and monastic institutions and schools, and at the household level. The component will underpin the national efforts to reduce the under-five and neonatal mortality rates, stunting, the under-five and adolescent girls' anaemia rate and to increase the proportion of open defecation-free communities.

19. UNICEF will shift increasingly from downstream vertical programmes to upstream ones, integrated health, nutrition and WASH systems strengthening. Thus, to influence the policy environment for the most vulnerable the country programme will support the Government and partners to develop evidence-based strategies, costed action plans and guidelines for quality newborn and maternal care, anaemia and dietary diversity and improved WASH from a social-inclusion and gender-responsive perspectives. The focus will be on quality disaggregated data on maternal, neonatal, child and adolescent health, the determinants of child undernutrition and the linkages between WASH, health, nutrition and learning outcomes.

20. Special attention will be on strengthening the health management information system and monitoring and supervision support through peer-to-peer learning. With the Government and WHO, health workers' capacities will be developed nationwide for quality early essential newborn care and kangaroo mother care, focusing on preterm and low-birth-weight babies. Likewise, health workers will be trained to use a child development screening tool for the early screening of children with disabilities and timely referral. A system for the innovative use of technology for maternal, perinatal and newborn death surveillance will be established, particularly for remote and mountainous areas.

21. Synergies will be fostered to address weak demand and awareness as well as poor utilization of services, including social norms and cultural practices. Knowledge on positive health behaviours among individuals, families and communities in the most high-burden and hard-to-reach districts will be increased, including counselling sessions in selected districts that will teach parents to take care of babies at home, identify danger signs and seek early treatment.

22. Focus will be on birth planning for pregnant women and strengthening of emergency obstetric and neonatal care in all hospitals. With UNFPA, UNICEF will support integrated adolescent-friendly health services focused on adolescent girls' needs, including menstrual hygiene management.

23. Attention also will also be on strengthening health workers' capacities for effective interventions to improve dietary diversity and prevent anaemia; dietary counseling; and iron folic acid supplementation for adolescent girls in and out of school, in nunneries. Family-level feeding practices, particularly for young children, adolescent girls and pregnant and breastfeeding women, and micronutrient powder fortification for children aged 6 to 23 months will be emphasized. Coordination will be enhanced to guide the implementation of a multi-sectoral nutrition and food security strategy. The media will be engaged to make stunting visible.

24. UNICEF will promote the inclusion and strengthening of WASH in health and education institutions and monastic institutions. In addition to those of health workers, communities' capacities will be enhanced to adopt improved sanitation. Emphasis will be on improved hygienic behaviours and open defecation-free status and on enhanced coordination to guide a multi-sectoral national sanitation and hygiene policy. Support will also be given to increasing WASH coverage in hard-to-reach areas and rapidly urbanized sites.

Education

25. This component will focus on the following key results: (a) strengthened national capacity to positively influence education policy, legislation and programme implementation through the high-quality, timely generation and use of evidence; (b) improved stakeholder capacities, especially in the education workforce, to provide efficient, effective, gender-responsive and quality education services that result in improved learning outcomes for all children; and (c) enhanced children's and parents' knowledge on inclusive education, ECCD and the transition to basic education as well as the demand for quality, gender-responsive education, especially at the secondary and tertiary levels

26. Further attention will be quality improvement in preschool education as well as the piloting and upscaling of innovations, including for ECCD in hard-to-reach areas in the east and south, and in potential humanitarian situations. Improved learning, performance and assessment will be emphasized, including the inclusion of children with disabilities and support to quality education for adolescents, particularly girls. Child protection issues in boarding schools and hostels will be addressed. More broadly, attention will be given to disaggregated data and cross-sectoral work on public finance for children. This will be achieved through capacity-building and upstream advocacy with the Government and partners for evidence-based policies, programmes, costed plans.

27. As coordinating agency for the Global Partnership for Education, UNICEF will support the strategic orientation and monitoring of the Bhutan Education Blueprint 2014–2024. Enhanced service delivery and cross-sectoral coordination will be emphasized, including capacity-building in the education workforce. The analysis of disaggregated data from a strengthened Education Management Information System.

(EMIS) and research, including on children with disabilities and who are out of school and on ECCD, will provide evidence to influence evidence-based legislative reform and enhance resource allocations. UNICEF will support the establishment of a robust education assessment system that emphasizes learning achievements, teacher skills and the better use of assessment findings.

28. A comprehensive conceptual framework and strategic plan for ECCD will be developed with key stakeholders. The establishment of a national ECCD coordination body is a priority. UNICEF will work to increasingly expand mobile alternative ECCD models to reach out to all children. Interventions will address the professionalization of ECCD facilitators through quality training and regularization of positions within the civil service.

29. UNICEF will prioritize inclusive education, further enhancing learning opportunities for vulnerable girls and boys, children with disabilities and from poor and rural communities. Strengthening the special education needs framework will be emphasized with partners such as the Royal Education Council, including teaching standards and curriculum adaptation at the national and subnational levels. Support to expanding schools providing special education needs services will complement the further development of Bhutanese Sign Language and the promotion of accessible learning spaces, including safe access for adolescent girls with disabilities to WASH facilities. In cooperation with the Disabled Persons Association, disability-focused civil society organizations (CSOs), UNDP and WHO, UNICEF will support the Government and partners to implement a national disability policy and inclusive budgeting, with increased advocacy aimed at enhancing readiness to ratify the United Nations Convention on the Rights of Persons with Disabilities. The early identification of children with disabilities, followed by a rapid neurodevelopmental assessment, will be strengthened in collaboration with the Ministry of Health.

30. To create an enabling environment for a quality education, integrated adolescent-friendly services, a review of the draft National Education Policy will be supported, as well as the strengthening of adolescent education, e.g., skills-based training for out-of-school and unemployed adolescents with the support of the Asian Development Bank, the diversification of secondary school curricula to address vocational, technical and applied-learning gender gaps. The transition to higher education and linkages between the education and labour sectors will be emphasized, with a focus on inclusivity, gender equity and strategies to address social norms underlying girls' low participation in higher education. Building on strong partnerships with the Ministry of Education, the Commission for Monastic Affairs and the Bhutan Nuns Foundation, UNICEF will support children and adolescents in monastic institutions and nunneries to strengthen the education curricula and ensure principles of inclusivity and gender equity.

31. Through community dialogue and a national media campaign, families will be empowered to recognize the importance of ECCD and respond positively to disability. Special efforts will be made to ensure that women's concerns and contributions are sufficiently addressed. In collaboration with CSOs, local leaders and faith-based organizations and through community mobilization, the knowledge and skills of children and adolescents to demand inclusive, gender-responsive education will be strengthened. The capacity-building of Government to develop a communication for development (C4D) strategy on ECCD and inclusive education will complement the dissemination of multimedia toolkits for use by families and service providers. The parenting education programme, provided through ECCD centres, will be made more participatory, fostering positive child disciplining, cognitive capital and early stimulation.

Child protection

32. This component will be focused on (a) increasing the capacity of the Government to strengthen inclusive, evidence-based child protection policymaking, legislation and programming; (b) improving the gender-responsive capacities of child protection, justice and other members of a cross-sectoral social services workforce; and (c) increasing the knowledge of children, adolescents and adults about the harmful effects of VAC, along with the strengthened capacities of parents, teachers and caregivers to prevent VAC, including alternative disciplining techniques.

33. UNICEF will strengthen national data generation and analysis capacities to ensure that a child protection management information system (CPMIS) gathers disaggregated data. UNICEF will support the integration of the nascent child helpline with the CPMIS to ensure the effective tracking of protection cases. Capacity development will be undertaken for the National Commission forWomen and Children and others. It will provide technical support to use evidence for policy and legislative reform on specific issues, e.g., corporal punishment and the protection of children from online exploitation, complemented by strengthened advocacy with Parliament, the Government and civil society. The component support national-level research on child labour, child marriage, online abuse and exploitation and VAC thematic analyses, e.g., peer violence and bullying.

34. UNICEF will prioritize enhancing the capacities of social service personnel and their accreditation, including in the law enforcement and justice sector, empowering them to recognize protection concerns, particularly VAC, and to effectively respond to them. It will strengthen the implementation of protection legislation by improving the capacities of district women and child welfare committees and, the police and justice system. Specifically, it will work with the Royal Court of Justice, police and the Office of the Attorney General to institutionalize the diversion of children in conflict with the law. Child protection-related partnerships with the health and education sectors will be developed, with a focus on village health workers and school staff. The component is also aimed at increasing the capacity of the Commission for Monastic Affairs to prevent, recognize and report violence within monastic institutions and nunneries. The Royal University of Bhutan will be assisted in developing social work programmes and integrating protection training modules. An important aspect of this will be to address the prevention of child marriage and VAC with disabilities. This will involve addressing sociocultural norms, including implementing a comprehensive C4D strategy, and collecting evidence for enhanced advocacy.

35. Focused interventions will be undertaken at the community and family levels as well as directly with children and adolescents. Religious leaders will be engaged as champions of change. Parents of children aged 0–5 years. will be equipped with protection-related skills. UNICEF will work with youth groups to equip them with protection skills; a recently introduced joint programme with Government and civil society will be scaled-up.

Social policy

36. UNICEF will focus on two key results at the national and decentralized levels: (a) enhanced inclusive and evidence-based policymaking, targeted public finance for children and increased social protection system coordination to reduce multidimensional child poverty; and (b) the strengthened generation, further analysis and use of quality and disaggregated data and evidence to inform policymaking and social budgeting and monitor the situation of children, adolescents and women.

37. This component will support the Government and partners in the development, revision, implementation and monitoring of child-focused and gender-sensitive social policies, (e.g., National Child Policy, National Disability Policy), legislation and programmes in an equitable and disaster-informed manner, with a focus on the most vulnerable and a deeper understanding of multidimensional poverty deprivations. UNICEF will undertake advocacy and capacity-building for public finance for children, applying tested elements of gender budgeting methods. Interventions will include the development of investment cases, with attention to public spending efficiency. The Government and key partners will be supported to establish a more integrated and rights-based social protection system, with coordinated mechanisms, to comprehensively target child poverty.

38. The Government and partners will be supported to identify participatory, locally developed solutions that are equitable and gender-sensitive, while strengthening child-focused public sector investment and highlighting persistent inequities. Interventions in cooperation with other United Nations agencies will build the capacity of the national statistical system, including defining national statistical priorities, leading to the improved monitoring of the situation of the most vulnerable children, adolescents and women. In this context, current data gaps will be addressed through income-based models as well as the child-focused multidimensional poverty index (MPI). Engagement with development partners in the areas of statistics, data and knowledge will be enhanced.

39. At the decentralized levels, UNICEF will focus on awareness-raising on social policy priorities and monitoring, addressing key deprivations of children, adolescents and women. It will emphasize capacity-building on the core principles of results-based management, public financing for children and the formulation of equitable, gender-sensitive community development plans that increasingly benefit the most vulnerable. Building on its engagement with youth groups, UNICEF will enhance the participation of adolescent girls and boys in policy discussions.

Programme effectiveness

40. This component supports activities to ensure integrated and intersectoral programme implementation, management, technical and strategic assistance. It consists of monitoring and evaluation and cross-cutting strategies, such as advocacy, communications, fundraising and risk-informed programming.

Summary budget table

Programme component	*(In thousands of United States dollars)*		
	Regular resources	*Other resources*	*Total*
Child survival and development	2 170	7 830	10 000
Education	750	8 100	8 850
Child protection	800	4 900	5 700
Social policy	550	1 900	2 450
Programme effectiveness	450	0	450
Total	**4 720**	**22 730**	**27 450**

Programme and risk management

41. This country programme document outlines UNICEF contributions to national results and serves as the primary unit of accountability to the Executive Board for results alignment and resources assigned to the programme in Bhutan. Annual meetings will take place with Government and main partners to review results, lessons learned and further improve implementation. Accountabilities of managers at the country, regional and headquarters levels are prescribed in the organization's programme and operations policies and procedures.

42. The Gross National Happiness Commission is responsible for the country programme coordination. A macro-assessment for the new programme cycle was completed and confirmed the Supreme Audit Institution's efficacy to conduct micro-assessments of all implementing partners. The joint United Nations implementation of the Harmonized Approach to Cash Transfers, routine programme monitoring and scheduled spot checks will ensure that resources are used for the intended purpose. Focus will be to increase programme and operational effectiveness and efficiency.

43. Successful implementation is subject to the mitigation of several risks: (a) the impending graduation from least-developed-country status, linked to decreasing external resources, which potentially impacts the funding environment for UNICEF; b) climate change and disaster impacts (e.g., earthquakes, glacial lake outburst floods, forest fires). To mitigate these risks, UNICEF will focus on strengthening its funding environment, including mobilizing additional resources (e.g., private sector); using enterprise risk management to monitor risks; maintaining and building alliances with key partners; and enhancing PF4C across all components. In addition, disaster management as a core area will complement the Government's identification of disaster risk reduction and climate-change mitigation as a 12FYP key result.

Monitoring and evaluation

44. The results and resources framework will form the basis for monitoring, while the costed evaluation plan will define evaluation activities. The country programme will employ monitoring on three levels, with attention to generating disaggregated data. At the first and second levels, it will measure performance by monitoring outputs. Working with implementing partners, UNICEF will identify bottlenecks and respond accordingly, embedding programme monitoring and ensuring standardized adjustments based on lessons learned. Disaggregation will provide insights into UNICEF contributions towards reducing disparities. Field monitoring will reinforce midterm, annual and mid-year reviews.

45. UNICEF will work with other United Nations agencies to strengthen data collection across sectors (national and subnational), particularly through technology, and to submit timely progress reports on implementation of the Sustainable Development Goals and the Convention on the Rights of the Child. In the context of "Delivering as one", UNICEF will support the institutionalization of the UN-Info online tool for monitoring and reporting on the UNSDPF, linking UNICEF programmes to the larger joint outcomes.

46. At the third level, emphasis will be on surveys at the national scale, allowing for subnational stratification. A multiple indicator cluster survey, which will be conducted in 2020, will support preparations for the 13FYP 2023–2027 of Bhutan as well as the UNICEF post-2023 country programme.

47. The country programme will use technologies for real-time data collection and the monitoring of programme results, including text messaging, social media and community-based reporting systems.

Annex

Results and resources framework

Bhutan – UNICEF country programme of cooperation, 2019–2023[1]

Relevant articles of the Convention on the Rights of the Child: All

Twelfth Five-Year Plan, National Key Result Areas: 3. poverty eradicated and inequality reduced; 6. carbon neutral climate and disaster resistant development enhanced; 7. quality of education and skills improved; 8. water, food and nutrition security enhanced; 10. gender equality promoted, women and girls empowered; 13: democracy and decentralization strengthened; 14: healthy and caring society enhanced; 16: justice services and institutions strengthened.
Sustainable Development Goals: 1– 6,8,10,13,16 and 17

United Nations Sustainable Development Partnership Framework outcomes involving UNICEF:

1. By 2023, the Government uses more reliable and timely evidence on people at risk of being left behind for policy and decision-making.
2. By 2023, vulnerable and unreached people access and use quality health, nutrition, protection, education, water and sanitation services.
3. By 2023, government institutions provide equal opportunities for all and women and vulnerable groups hold leaders accountable.
4. By 2023, the communities of Bhutan and its economy are more resilient to climate-induced disasters and biodiversity loss.

Outcome indicators measuring change that includes UNICEF contribution: percentage of women attending postnatal visit 1; percentage of girls (15–19 years) with anaemia; number of districts with improved sanitation (open defecation free); gross enrolment ratio at early care and childhood (ECCD) centres; number of districts with a fully functional women and child welfare committee

Related UNICEF Strategic Plan, 2018–2021 Goal Areas: 1–5

UNICEF outcomes	*Key progress indicators, baselines (B) and targets (T)*	*Means of verification*	*Indicative country programme outputs*	*Major partners, partnership frameworks*	*Indicative resources by country programme outcome: regular resources (RR), other resources (OR) (In thousands of United States dollars)*		
					RR	*OR*	*Total*
1. By 2023, new-borns, children, adolescents and women have equitable access to evidence-based, quality, inclusive and gender-responsive health, nutrition and water, sanitation and	Percentage of mothers/new-borns receiving postnatal care B: 41%/30% T: 70%/60% Percentage of children vaccinated with diphtheria/pertussis/tetanus vaccine	Health Management Information System, multiple indicator cluster survey, National Health Survey, National Nutrition Survey,	1.1: Government and partners have improved capacity to provide quality health services for new-borns, children under the age of five years and pregnant mothers, including health services that are adolescent-friendly.	Ministries of Health (MoH), Economy (MoE), Agriculture and Forests (MoAF), Works and Human Settlement, Khesar Gyalpo University of	2 170	7 830	10 000

[1] Aligned with the United Nations Sustainable Development Partnership Framework 2019–2023

UNICEF outcomes	*Key progress indicators, baselines (B) and targets (T)*	*Means of verification*	*Indicative country programme outputs*	*Major partners, partnership frameworks*	*Indicative resources by country programme outcome: regular resources (RR), other resources (OR) (In thousands of United States dollars)*		
					RR	*OR*	*Total*
hygiene (WASH) services and adopt appropriate care practices.	B: 80% T: 95% (at least 80% in every district)		1.2: Government and partners have improved capacity to deliver nutrition interventions to reduce stunting and anaemia among children under the age of five years and reduce anaemia among adolescents. 1.3: Government and partners have improved capacity to strengthen WASH services in communities and institutions.	Medical Sciences of Bhutan and other academia, Jigme Dorji Wangchuck National Referral Hospital, dzongkhag administrations, United Nations agencies, World Bank (WB), Asian Development Bank (ADB), civil society organizations (CSOs)			
	Prevalence of anaemia among adolescent girls (10–19 years) B: 31.3% T: 17.9%						
	Percentage of children (6–23 months) fed a minimum number of food groups B: 15.3% T: 30%						
	Percentage of people using basic sanitation services B: 63% T: 95%						
	Percentage of population with a hand-washing facility with soap and water available at home B: 87.4% T: 95%						
2. By 2023, children and adolescents, especially the most vulnerable, increasingly benefit from quality, inclusive and gender-responsive education.	ECCD net enrolment ratio (overall/boys/girls). B: 21.8%/21.2%/22.4% T: 50%/50%/50%	Annual education statistics	2.1 Government and partners have increased capacity to strengthen inclusive and evidence-based policymaking and programming for education. 2.2: Government and partners have increased capacity to provide quality and inclusive early learning and education for children and adolescents. 2.3: Children, adolescents, caregivers and communities have increased capacity to demand quality and inclusive early learning and education.	MoE, MoH, MoAF, Ministry of Labour and Human Resources, academia, Commission for Monastic Affairs, district administration, CSOs, United Nations agencies, WB, ADB	750	8 100	8 850
	Adjusted net basic enrolment ratio (overall/boys/girls). B: 95.5%/96.4%/94.6% T: 100%/100%/100%						
	Emergency Management Information System providing disaggregated data at various levels B: Partially T: Fully						

UNICEF outcomes	*Key progress indicators, baselines (B) and targets (T)*	*Means of verification*	*Indicative country programme outputs*	*Major partners, partnership frameworks*	*Indicative resources by country programme outcome: regular resources (RR), other resources (OR) (In thousands of United States dollars)*		
					RR	*OR*	*Total*
3. By 2023, children and adolescents, especially the most vulnerable, increasingly benefit from quality, inclusive and gender-responsive child protection.	Number of districts and municipalities that implement National standard operating procedures for the protection of children from violence, abuse and neglect through fully functional women and child welfare committees B: 0/20 T: 3/20	National Commission for Women and Children (NCWC) reports	3.1 Government and partners have increased ability to strengthen inclusive and evidence-based policymaking, legislation and programming for child protection. 3.2 Social service workforce and the justice sector have increased capacity to provide quality and inclusive child protection and justice services. 3.3 Children, adolescents, caregivers, communities and service providers have increased capacity to prevent, recognize and respond to violence against children.	NCWC, other line Ministries, Judiciary, Police, Academia, Commission for Monastic Affairs, CSOs, United Nations agencies	800	4 900	5 700
	Number of girls and boys who have experienced violence reached by health, social or justice/law enforcement services B: 0% T: 50%						
4. By 2023, children and adolescents, especially the poorest and most vulnerable, benefit from increasingly equitable and gender-responsive social policies at the national and subnational levels.	Number of children living in monetary or multidimensional poverty B: 33.9% T: TBD	Multidimensional Poverty Index /Child Multidimensional Poverty Index	4.1 Government and partners at the national and decentralized levels have increased capacity to advocate for and strengthen inclusive, evidence-based social policies, legislation, programming and budgeting for children, adolescents and women. 4.2 Government and partners have strengthened the generation and utilisation of quality and disaggregated data and evidence, to further analyse multidimensional child poverty and vulnerability, inform policymaking and social budgeting, and monitor the situation of children, adolescents and women.	Gross National Happiness Commission (GNHC), line ministries, National Statistics Bureau, NCWC, Royal University of Bhutan/Oxford Poverty and Human Development Initiative/academia, district administration, CSOs, United Nations agencies, WB, ADB	550	1 900	2 450
	Share of public spending on health and education. B: 26% T: TBD	MoF budget Reports					
	Number of adolescent girls and boys who participate in or lead civic engagement initiatives through UNICEF-supported programmes. B: 100 T: 1250	Programme Reports					
	Mothers and caregivers with knowledge of at least five essential family practices. B: TBD T: TBD	Knowledge, Attitudes and practices (KAP) study					

UNICEF outcomes	*Key progress indicators, baselines (B) and targets (T)*	*Means of verification*	*Indicative country programme outputs*	*Major partners, partnership frameworks*	*Indicative resources by country programme outcome: regular resources (RR), other resources (OR) (In thousands of United States dollars)*		
					RR	*OR*	*Total*
5. Programme effectiveness: The country programme is designed, implemented, monitored and evaluated effectively, efficiently and on the basis of evidence to deliver quality, inclusive and gender-responsive results for children, adolescents and women, especially the most vulnerable.	Country programme meets organizational standards on results-based management. B: Yes T: Yes Other pertinent indicators will be developed at implementation phase.	Programme Evaluation Reports	5.1 Programme coordination: UNICEF staff and partners are provided guidance, tools and resources to effectively design and manage programmes. 5.2 External relations: UNICEF staff and partners are provided guidance, tools and resources for effective communication on child rights issues with stakeholders. 5.3 Communications, advocacy and partnerships: UNICEF staff and partners are provided guidance, tools and resources for effective communications, advocacy and partnerships on child rights issues with stakeholders.	GNHC, Ministry of Foreign Affairs, United Nations agencies	**450**		**450**
Total resources					**4 720**	**22 730**	**27 450**

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United Nations Children's Fund
Executive Board
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12–14 September 2018
Item 7 (a) of the provisional agenda*

Country programme document

Benin

Summary

The country programme document (CPD) for Benin is presented to the Executive Board for discussion and approval at the present session, on a no-objection basis. The CPD includes a proposed aggregate indicative budget of $40,440,000 from regular resources, subject to the availability of funds, and $56,582,000 in other resources, subject to the availability of specific-purpose contributions, for the period 2019 to 2023.

In accordance with Executive Board decision 2014/1, the present document reflects comments made by Executive Board members on the draft CPD that was shared 12 weeks before the second regular session of 2018.

* E/ICEF/2018/19.
Note: The present document was processed in its entirety by UNICEF.

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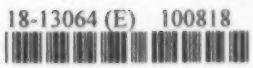

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Programme rationale

1. Benin is a stable democracy in West Africa with a socially and culturally diverse population, currently estimated at over 11 million,[1] 51 per cent of which are children and 25.6 per cent, adolescents. Most of the population (55.4 per cent) lives in rural areas, though the country is undergoing rapid urbanization (3.67 per cent per year).

2. The national context is marked by the Government's commitment to implementation of the Sustainable Development Goals and the Government Action Programme, 2016–2021. The current Government has initiated ambitious institutional reforms to consolidate democracy, the rule of law and good governance, and to promote economic transformation and human capital development.

3. Over the past five years, the economy of Benin has grown by an average of 4.5 per cent per year. The proportion of the population living in monetary poverty rose from 36.1 per cent to 40.1 per cent between 2011 and 2015.[2] Inequalities widened over the same period, as the Gini coefficient increased from 0.464 to 0.470. Monetary poverty has a considerable impact on children's well-being. According to the 2016 Multiple Overlapping Deprivation Analysis,[3] 43 per cent of children lived in poor households and 64.5 per cent were deprived of at least three essential needs (health, nutrition, education, sanitation, etc.). Multidimensional child poverty affects more children than monetary poverty. The most deprived children live in households that are rural, poor, large and/or headed by a person with a low level of education. Children living in some departments in northern and central Benin suffer more deprivations than elsewhere in the country.

4. The country has made important investments in priority social sectors. At present, health (7 per cent) and education (23 per cent) together account for around 30 per cent of annual public spending. Despite this substantial public investment,[4] there are still challenges in delivering the expected outcomes because resources are not distributed equitably and are not spent optimally. This has further exacerbated regional inequalities and deprivation.

5. There have been notable improvements in health service coverage and access to drinking water. Between 2011 and 2016, the neonatal, infant and under-five mortality rates fell respectively from 32, 67 and 125, to 31, 63 and 98 deaths per 1,000 live births,[5] although significant disparities remain. Mortality rates are highest among the poorest children, those with less educated mothers and those living in some departments in the north and centre of the country. According to a UNICEF report,[6] Benin will need to at least double its rate of progress to meet the Sustainable Development Goal target for neonatal mortality by 2030. Malaria, diarrhoea and acute respiratory infections cause 37.8 per cent of deaths among children under-five. The proportion of children fully immunized by the age of 12 months has remained unchanged at 41 per cent since 2006. The rate of mother-to-child transmission of HIV is 6.7 per cent. Approximately 37 per cent of rural health facilities have basic equipment, compared to 55 per cent in urban areas.[7] Chronic malnutrition remains high (34 per cent). Stunting is more than twice as likely to affect children living in

[1] National Institute for Statistics and Economic Analysis (INSAE), Population and Housing Census, 2014.

[2] INSAE, Integrated Modular Survey on Household Living Conditions, 2015.

[3] Ministry of Planning and Development and UNICEF, Report on child poverty and deprivation in Benin, 2016.

[4] World Bank, Public Financial Management Review, 2015.

[5] Levels and trends in child mortality, 2017.

[6] UNICEF, Progress for every child in the sustainable development goal era, 2018.

[7] Service Availability and Readiness Assessment, 2015.

the poorest households (46 per cent) and in some departments, especially in the north of the country, than those living in the wealthiest households (18 per cent). Access to improved sanitation facilities is low (14 per cent), with significant disparities between urban and rural areas. Consequently, Benin has one of the highest open defecation rates in the region.

6. Early childhood development (ECD) is marked by socioeconomic and regional disparities. Nationwide, 61.4 per cent of children aged three to four years access ECD, varying from 72 per cent among children from the wealthiest families to 58 per cent of those from the poorest families, and from 72 per cent of children living in the Littoral department compared to 54 per cent in Alibori department. Preschool education significantly improves early childhood development (73 per cent of children attending preschool are developmentally on track, compared with 60 per cent of those who do not).[8] Preschool attendance stands at just 13 per cent nationally, with stark inequalities by wealth (only 2.1 per cent of the poorest children attend preschool, compared with 37.8 per cent of the wealthiest).

7. Investment in education has improved access and reduced gender inequalities, especially at primary level. However, the net attendance rate remains low, at 74.9 per cent, with persistent disparities by wealth, department and gender. Among the poorest children, primary school attendance and completion rates are 51 per cent and 44 per cent, respectively, compared to 94 per cent and 82 per cent of the wealthiest children. Forty-three per cent of girls and 36 per cent of boys from the poorest households have never attended school. In some departments, attendance and completion rates are well below the national average. The gender gap is even wider at lower secondary level (37.8 per cent of girls vs. 49.4 per cent of boys), and children living in rural areas and in the north of the country are the most deprived. Attainment in basic literacy and mathematics is low among pupils in the final two years of primary school (48 per cent in French and 38 per cent in mathematics).[9]

8. Despite improvements in birth registration and the fight against female genital mutilation, major challenges remain in child protection. Approximately 91 per cent of children aged 1 to 14 years have suffered at least one form of violence. Gender-based violence is prevalent, and 8,000 pregnancies among girls in school were reported in 2017.[10] Approximately 26 per cent of women aged 20 to 24 years were married before the age of 18, and 7 per cent before the age of 15. Girls living in the Borgou, Donga and Alibori departments are at higher risk of being married before they reach adulthood. Child labour affects 52.5 per cent of children, with 40 per cent working in hazardous conditions.[11] Child labour is particularly prevalent among the poorest households (68.1 per cent), in rural areas (61 per cent) and in certain departments.

9. Adolescents suffer multiple deprivations in education, health, protection and access to information. As many as 43.1 per cent of adolescent girls and 31.6 per cent of adolescent boys aged 15 to 19 years do not access mass media at least once per week. The teen birth rate is high (94 births per 1,000 adolescent girls), ranging from 149 per 1,000 among adolescent girls with no education to 16 per 1,000 among those with secondary education. Only 21.6 per cent of females aged 15 to 24 years have comprehensive knowledge of HIV and AIDS, compared with 31.3 per cent of males of the same age. Adolescent girls are more likely to suffer from gender-related discrimination. The 2017 gender review of the country programme stressed the need

[8] Multiple Indicator Cluster Survey (MICS), 2014.

[9] Conference of Ministers of Education of French-speaking Countries Programme for the Analysis of Education Systems, 2015.

[10] Ministry of Education, 2016-2017.

[11] MICS, 2014.

to better promote the rights of adolescent girls in line with the UNICEF Gender Action Plan 2.0 to stop the intergenerational transmission of poverty.

10. Benin experiences recurring epidemics (cholera and Lassa fever) and is vulnerable to the negative effects of climate change. Some departments (Mono, Alibori, Borgou and Zou) experience recurring flooding and drought, which negatively impact community resilience. Security-wise, the situation remains vulnerable given the worsening situation in neighbouring countries, especially Burkina Faso, Niger and Nigeria.

11. Two important lessons learned from the current programme will inform the new programme. First, the geographic dispersion of the current programme (operating in 21 municipalities across seven departments) contributed to suboptimal coordination and synergies within UNICEF and with government and partners. Efforts will need to focus on coherent targeting, based on disparities in multidimensional child poverty. Second, even though proven equitable models promoted by UNICEF – such as community integrated management of childhood illness, inclusion of marginalized children in the formal education system and alternative education for out-of-school adolescents – are now included in national policies and municipal development plans, more efforts are needed to secure their long-term sustainability.

12. UNICEF has built and maintained strong credibility and reputation with communities, the Government and partners, who recognize its comparative advantage in terms of data on children, advocacy and policy dialogue, communication for development (C4D) and its presence and actions on the ground in disadvantaged areas.

13. The new programme builds on lessons learned from the current programme with renewed focus on: the generation and systematic use of evidence for advocacy to inform equitable resource allocation and greater efficiency in public spending; community/citizen engagement to improve demand for high-quality services and hold duty bearers accountable; and geographical convergence based on multiple deprivations experienced by children, rather than a sectoral approach.

Programme priorities and partnerships

14. Aligned with the Sustainable Development Goals and the UNICEF Strategic Plan, 2018–2021, the country programme will support national efforts to give children and adolescents, especially the most disadvantaged, equal opportunities to access and use basic services. The programme's theory of change is that the overall situation of children in Benin would improve if children living in households that are rural, poor, large, and/or headed by someone with a low level of education, were the focus of the country's investments. The main barriers that hamper disadvantaged children from benefiting are: imbalances in resource planning, allocation and utilization; limited information systems; insufficient access to and quality of social services; and persistent social norms and practices harmful to children, especially girls.

15. The programme will support attainment of the national targets prioritized from the Sustainable Development Goals and the Government Action Programme, 2016–2021. It will also support efforts under the United Nations Development Assistance Framework (UNDAF), 2019–2023, which aims to create an enabling environment for inclusive, participatory and equitable development to ensure that no one is left behind. The programme is informed by the final recommendations and observations

issued by the Committee on the Rights of the Child in 2016 and 2018[12 13 14] It seeks to enforce a legal and regulatory framework aligned with the Convention on the Rights of the Child and other global commitments.

16. The country programme will be national in scope in terms of advocacy, support for policies and strategies that create an enabling environment for children and the generation and use of evidence on child deprivations, public finances and rapid urbanization. At the operational level, the programme will focus on three departments (Alibori, Borgou and Zou), where multidimensional child poverty is especially acute, to maximize efforts by creating synergies across all programme components.

17. In line with the Gender Action Plan 2.0, the programme's gender strategy will focus on disadvantaged adolescent girls, with an emphasis on the two interconnected priorities of improving education and ending child marriage. Gender equality will also be a feature of all other intervention areas. To ensure an integrated response, the programme will strengthen C4D to address harmful social norms and practices, and evidence generation to inform policies that support the rights of adolescent girls.

18. UNICEF will strengthen the use of innovations to accelerate progress for children. The programme will carry out integrated communication strategies that combine mass media and digital platforms to put child rights at the centre of the development agenda, by encouraging policy makers, the public at large and influential figures to advocate for children and by providing opportunities for children and young people to act on issues that affect them.

19. Working with the United Nations Development Programme (UNDP) and the United Nations Population Fund (UNFPA), UNICEF will operationalize the common chapter of the Strategic Plan, 2018–2021, with an emphasis on adolescent girls' health, gender equality and improving data for sustainable development. UNICEF will strengthen partnerships with other international organizations, the private sector and civil society organizations (CSOs) and explore South-South and triangular cooperation to improve results for children.

20. The country programme will be implemented through the following components selected through a participatory process involving all stakeholders.

Child survival and development

21. This component will support national efforts to remove barriers that have resulted in only marginal reductions to date in neonatal and under-five mortality and the prevalence of chronic malnutrition, and only marginal improvements in access to sanitation and in preventing children and adolescents from thriving.

22. This component assumes that: (a) the Government and development partners will continue to engage in reforms and innovations to improve governance, financing and accountability; and (b) there will be effective synergies among development partners around maternal, neonatal, child and adolescent health, nutrition and water, sanitation and hygiene (WASH).

23. UNICEF efforts will align with the National Health Development Plan, 2018–2022, with special emphasis on the programme implementation environment. It will work to strengthen the health information system to include gender-disaggregated data and data from the community level, making it an effective planning and decision-making tool. It will revise the operational planning model and train staff to improve targeting of disadvantaged population groups. It will strengthen the procurement and

[12] CRC/C/BEN/CO/3-5.
[13] CRC/C/OPS/BEN/Q/1.
[14] CRC/C/OPAC/BEN/Q/1.

supply management system to ensure a steady supply of essential health commodities. UNICEF will support efforts to extend access to high-quality health services for the most vulnerable children, develop an integrated intervention model at community level, and support activities to promote essential family practices and a package of high-impact interventions in the child's first 1,000 days.

24. In collaboration with Gavi, the Vaccine Alliance and the International Health Partnership (IHP+) and related initiatives, UNICEF will support equity-based monitoring and provide training, equipment and essential health commodities to strengthen capacities of national teams, health zone management teams, service providers and community outreach workers in the focus departments. In doing so, UNICEF will ensure better access for the most vulnerable communities to high-quality, high-impact interventions in maternal and neonatal health, nutrition and WASH.

25. The programme will address demand bottlenecks for health services by strengthening C4D through development and implementation of integrated communication plans at the health zone level, in collaboration with locally elected representatives and women leaders. This will be based on the existing model for the promotion of essential family practices, integrated with child stimulation interventions for the adoption of healthy behaviours.

26. The programme will use new technologies to track children individually, encourage providers to report service delivery and essential health commodity management data, and report births and maternal and neonatal deaths.

27. UNICEF will strengthen partnerships with key sector stakeholders, including CSOs, the private sector, municipalities and parliamentarians, to improve governance and coordination through a signed partnership agreement (country compact).

28. Synergies with the education and child protection components will help to deliver a multisectoral response to children's and adolescents' needs, foster a better learning environment in schools and improve care for children victims of violence and abuse. Through the social policy component, the programme will support advocacy for more resources and efficient funds transfers, with an emphasis on community health. The programme will work with UNFPA and the World Health Organization (WHO) to improve adolescents' access to health care and information about risky behaviours.

Quality basic education

29. The education component will support national efforts to enrol and retain more children aged three to 17 years, especially the most disadvantaged, in inclusive, high-quality basic education, including in emergency situations.

30. This component assumes that: (a) the Government will take actions to improve education system governance for more efficient utilization of resources; (b) national and local education entities will have technical and financial means to implement quality education services; and (c) decentralization in the education sector will be effective with full transfer of authority and resources to municipalities.

31. The programme will support the following interventions to improve equitable access and quality educational standards, increase supply and demand and reduce the school dropout rate, especially among girls: (a) developing a learning assessment system for preschool and primary education; (b) strengthening the information management system (c) building capacities of teachers and supervisors in inclusive, gender-sensitive teaching materials and methods; (d) developing innovative solutions with school management to lower hidden costs of education and monitor school

attendance and performance; (e) developing inclusive, innovative educational models in selected departments; (f) introducing specific educational support measures for adolescent girls; and (g) advocating for the provision of social protection and child protection services in schools and the transfer of resources and expertise to municipalities.

32. UNICEF will strengthen planning, management and monitoring capacities to place equity of supply and access at the heart of local plans. In addition, the programme will pursue the following strategies: (a) building the capacities of parents and communities, especially on ECD in school life; (b) building a strategic partnership in the education sector with key actors – the United Nations Educational, Scientific and Cultural Organization (UNESCO), the World Food Programme (WFP), the World Bank as well as bilateral partners, France, Germany and Switzerland – to ensure the attainment of the programme's outcomes; and (c) advocating with the Government for equitable funding, especially at the local level.

33. This component will work with the child survival and development component to provide support for young children at community centres and improve the learning environment in schools. It will work closely with the child protection component on empowering adolescent girls through the gender strategy. UNICEF will strengthen its partnership with UNESCO, WFP, the Global Partnership for Education, civil society and other partners to improve coordination and better results for children.

Child protection

34. The child protection component will support national efforts to remove barriers that prevent the elimination of child violence, child labour and child marriage. UNICEF will strive to support effective implementation of sectoral policy action plans that address these barriers, so children and adolescents grow and develop in a protective environment, including in emergencies.

35. Key success factors for this component include: (a) stronger government commitment to strengthen child protection systems; (b) increased financial and human resources for protection services; and (c) effective engagement and participation of communities and right holders.

36. UNICEF will strengthen government capacity to: (a) undertake sound programming, planning, budgeting and monitoring; (b) effectively coordinate child protection efforts; (c) enforce child protection laws and policies, and (d) generate and effectively use data to inform policies and programming. This component will further strengthen child protection systems by improving supply and use of high-quality services, reinforcing intervention capacities of social promotion centres, the police and the justice system and promoting innovations. The programme will prioritize community child protection mechanisms to provide alternative support for vulnerable children in the selected departments.

37. UNICEF will intensify advocacy and C4D activities to more effectively address harmful social norms and increase demand for high-quality services. The programme will build capacities of traditional and religious leaders to engage and tackle taboos, gender roles and stereotypes harmful to children, and will support parents to play a greater role in promoting ECD initiatives.

38. UNICEF will support improved participation of adolescents and youth as agents of change by building capacities of youth organizations and networks and fully involving them throughout all programme stages.

39. This component will closely work with other programme components to advance ECD, address the care needs of children and adolescent victim of violence,

and empower adolescent girls as part of the gender strategy. Under the leadership of the Ministry of Social Affairs, UNICEF will build a stronger partnership with CSOs, the private sector, United Nations organizations, in particular UNDP, UNFPA and other development partners to improve the availability and quality of protection services for children at risk or victims of abuse.

Social policy

40. This component will contribute to national efforts to remove barriers that hinder access to and demand for quality basic social services by the most disadvantaged children and adolescents through the promotion of inclusive social policy and equitable public finances.

41. Success of this component assumes government commitment to: (a) fostering equity; (b) addressing needs for data and evidence on child vulnerabilities; and (c) promoting effective synergies among partners on social protection.

42. Building national capacities – especially of the National Institute of Statistics and Economic Analysis and research centres – will enable the generation of reliable, disaggregated data on multidimensional child and adolescent poverty. These data will be used for policy advocacy and decision-making to eradicate inequalities, especially gender inequalities, and help measure the country's progress towards the Sustainable Development Goals. UNICEF will strengthen capacities of the departmental and municipal authorities in the selected departments to enable them to plan and measure the impact of their interventions on disparities, using social indicators. Capacity-building for adolescents, youth and CSOs will allow them to play a stronger role in planning, monitoring and control as active stakeholders and responsible citizens.

43. The component will address multidimensional child poverty by strengthening social protection systems that are responsive to the needs of the most vulnerable children and, in doing so, accelerate progress towards child-relevant Sustainable Development Goals. The programme will support implementation and monitoring of the Government's flagship social protection programme, Assurance pour le renforcement du capital humain, working closely with UNDP and the World Bank. It will foster synergies with the World Bank-funded cash transfer programme by targeting the poorest households and building the capacities of social promotion centres nationwide.

44. UNICEF will strengthen capacities of Ministry of Planning and Development and the Ministry of Economy and Finance on budget analysis to support advocacy in favour of greater investments for children. Equity-focused reviews of geographical resource allocation mechanisms will promote sustainability of proven models. UNICEF will work in conjunction with UNDP, the World Bank, the International Monetary Fund and the German Agency for International Cooperation as the main public finance partners.

Summary budget table

Programme component	*(In thousands of United States dollars)*		
	Regular resources	*Other resources*	*Total*
Child survival and development	14 497	41 395	55 892
Quality basic education	5 523	8 647	14 170
Child protection	6 240	5 430	11 670
Social policy	5 188	110	5 298
Programme effectiveness	8 992	1 000	9 992
Total	**40 440**	**56 582**	**97 022**

Programme and risk management

45. UNICEF will actively participate in the UNDAF steering committee and in internal operations groups (including the programme committee and the operations management team). It will also participate in the work of outcome groups to strengthen technical monitoring and collaboration within the United Nations country team.

46. The potential risks facing the programme include repeated workers' strikes in social sectors, the changing aid environment, the unstable security situation in the subregion, natural disasters and limited capacity among partners. To mitigate these risks, UNICEF will engage in ongoing dialogue with the relevant government authorities, support the participation of community members and civil society, and work with other partners to call for priority social spending on children. The programme will maintain a high degree of emergency preparedness using the new emergency preparedness platform. The programme's work to reduce inequalities and vulnerabilities, especially among young people, will also contribute to conflict prevention efforts.

47. To secure the necessary resources, UNICEF will focus on retaining and further diversifying the country programme's donor portfolio by producing high-quality reports, communicating effectively about children and proactively developing funding proposals. It will also strive to improve its ability to leverage the national budget and resources from other partners.

48. The country management team will monitor the programme on a regular basis to ensure that remedial steps are taken promptly if/when needed. The programme will build the capacities of implementing partners for the harmonized approach to cash transfers and conduct quality assurance through field visits, spot checks and monitoring of supplies and assets.

49. This CPD outlines the UNICEF contribution to national results and serves as the primary tool for accountability to the Executive Board for results alignment and resources assigned to the programme. Accountabilities of managers at the country, regional and headquarters levels with respect to country programmes are prescribed in the organization's programme and operations policies and procedures.

Monitoring and evaluation

50. The results and resources framework will serve as the primary basis for monitoring programme implementation, using evidence generated from national routine data, surveys, studies and evaluations as well as information from biannual and annual reviews and programmatic monitoring visits. This monitoring mechanism, managed jointly with the Ministry of Planning and Development, will be aligned with the UNDAF monitoring and evaluation framework, which, in turn, is aligned with monitoring of national plans. Equity-based monitoring of programme outcomes will provide useful information to help identify bottlenecks.

51. UNICEF will analyse this information to assess progress towards expected outcomes, to review theories of change, and to adjust resource allocation. There will be a midterm update of the 2017 gender review to measure progress and make adjustments as needed.

52. To embed a results-oriented culture, UNICEF will build the monitoring and evaluation capacities of national partners to support implementation of the national evaluation policy and the new national statistics development strategy. There will be four major evaluations throughout the cycle related to: child survival and development, basic education, malnutrition, and child marriage.

Annex

Results and resources framework

Benin – UNICEF country programme of cooperation, 2019–2023

Convention on the Rights of the Child: Articles 2, 3, 5, 8, 12, 13, 18, 20, 23, 28, 32 and 40. **National priorities/Sustainable Development Goals:** 1-6, 10 and 16. **African Union Agenda 2063:** Aspirations 1 and 3. **Government Action Programme, 2016–2021:** Pillars 1, 2 and 3.
UNDAF (draft) **Strategic priority areas involving UNICEF:** 1. Promotion of inclusive, robust and sustainable economic growth. **Indicator:** Prevalence of stunting among children under-five. 2. Strengthening of human capital. **Indicators:** Coverage of basic health services. Percentage of children and youth – in the second and third years of primary school; at the end of primary school; at the end of lower secondary school – who have reached minimum attainment levels in literacy and numeracy, by gender. Percentage of women, children and adolescents subjected to violence, abuse and exploitation who have benefited from social care services, by type, by age and by gender. Percentage of the population using safely managed sanitation services, especially equipment for hand-washing with soap and water. Percentage of the population covered by social protection floors or systems, by age and by gender. 3. Democracy consolidation, rule of law and promotion of good governance. **Indicators:** Percentage of victims of violence in the past 12 months who have reported the case to the relevant authorities or other officially recognized dispute resolution mechanisms.
Related UNICEF Strategic Plan, 2018–2021 outcomes: 1 to 5

UNICEF outcomes	*Key progress indicators, baselines (B)[1] and targets (T)[2]*	*Means of verification*	*Indicative country programme outputs*	*Major partners, partnership frameworks*	*Indicative resources by country programme outcome: regular resources (RR), other resources (OR) (In thousands of United States dollars)*		
					RR	*OR*	*Total*
Child survival and development							
1. By the end of 2023, pregnant and breastfeeding women, newborns, girls and boys under-five, adolescents and the most vulnerable communities make greater use of services offering Integrated Management of Childhood Illness (IMCI), neonatal care, WASH, immunization plus, and infant and young child feeding at the community and institutional levels.	Percentage of live births attended by skilled health personnel. B: 77.2% T: 85%	Multiple indicator cluster survey (MICS)/Demographic and Health Survey (DHS)	1.1. The health system and health zone authorities in the focus departments are better equipped to budget, plan, coordinate and manage essential health commodities. 1.2. Health-care facilities and municipalities are better equipped to deliver equitable, high-quality, integrated child health and WASH services at the community level. 1.3. Health-care facilities are better equipped to deliver equitable, high-quality immunization-plus services. 1.4. Health-care facilities are better equipped to deliver high-quality IMCI services, including in humanitarian situations. 1.5. Health-care facilities and schools have safe water, hygiene and sanitation services, and communities are equipped to prevent, prepare for and respond to emergencies.	Ministry of Health United Nations Scaling Up Nutrition (SUN) Technical and financial partners Private sector Civil society	14 497	41 395	55 892
	Percentage of children who are vaccinated for the first dose of measles-containing vaccine. B: 70.8% T: 95%	MICS/DHS					
	Percentage of children vaccinated with diphtheria/tetanus/pertussis/Penta 3-containing vaccine is at least 80% in every commune level. B: 35% T: 100%	Immunization coverage survey WHO/UNICEF joint reporting form WHO/UNICEF estimates of national immunization coverage MICS					
	Percentage of children presenting with symptoms of acute respiratory infection in the previous two weeks who received appropriate antibiotics. B: 15.9% T: 45%	MICS/DHS					
	Percentage of infants aged 0 to 5 months exclusively fed with breast milk. B: 41.4% T: 60%	MICS/DHS					

[1] Baseline year not specified; all data are from 2014.
[2] Where no target date is specified, the target year is 2023.

UNICEF outcomes	Key progress indicators, baselines (B)[1] and targets (T)[2]	Means of verification	Indicative country programme outputs	Major partners, partnership frameworks	Indicative resources by country programme outcome: regular resources (RR), other resources (OR) (In thousands of United States dollars) RR	OR	Total
	Percentage of girls and boys aged 0 to14 years and adolescent girls and boys aged 10 to19 years living with HIV who receive antiretroviral therapy. B: 32% T: 90%	National AIDS control programme reports					
	Percentage of children fed with a minimum number of food groups. B: 25.3% T: 48%	MICS/DHS					
	Number of people still practicing open defecation. B: 5,988,809 T: 4,260,000	MICS/DHS WHO/UNICEF Joint Monitoring Programme for Water Supply, Sanitation and Hygiene					
Quality basic education							
2. By the end of 2023, girls and boys aged 3 to 17 years, especially the most marginalized, make greater use of high-quality basic education services, including in emergency situations.	Proportion of children and young people (a) in grades 2 to 3; (b) at the end of primary; and (c) at the end of lower secondary achieving at least a minimum proficiency level in (i) reading and (ii) mathematics, by sex. Baseline (2015) Reading (a) 10% (b) 51.7% (c) 28.1% Mathematics (a) 35% (b) 39.8% (c) 9.6%	Conference of Ministers of Education of French-speaking Countries Programme for the Analysis of Education Systems Ministry of Secondary, Technical and Vocational Education	2.1. Girls, boys, parents and communities in the focus departments have strengthened capacities to enrol and retain children aged 3 to 17 years in basic education. 2.2. Municipalities in the focus departments and the Government have increased capacities to deliver basic education services to more girls and boys aged 3 to 17 years, especially the most marginalized. 2.3. Education stakeholders at the central level and in the focus departments have	Ministry of Education United Nations Educational, Scientific and Cultural Organization World Bank	5 523	8 647	14 170

UNICEF outcomes	*Key progress indicators, baselines (B)[1] and targets (T)[2]*	*Means of verification*	*Indicative country programme outputs*	*Major partners, partnership frameworks*	*Indicative resources by country programme outcome: regular resources (RR), other resources (OR) (In thousands of United States dollars)*		
					RR	*OR*	*Total*
	Target reading (a) 25% (b) 60% (c) 60% Mathematics (a) 50% (b) 50% (c) 50%		increased capacities to ensure the quality of basic education. 2.4. The education system stakeholders have the capacities to produce and use educational information to plan, monitor and evaluate policies and strategies and to define and implement locally appropriate norms and standards.				
	Gender parity index. Primary: B: 0.95; T: 0.98 Secondary: B: 0.76; T: 0.80	MICS/DHS					
	Out-of-school rate for girls and boys of preschool, primary and lower secondary school age. Preschool Boys B: 81.8%; T: 70% Girls B: 78.6%; T: 68% Total: 80.3% Primary Boys B: 23.1%; T: 17% Girls B: 27.3%; T: 20% Total B: 25.1%; T: 19% Lower secondary Boys B: 31.2%; T: 25% Girls B: 44.8%; T: 30% Total B: 37.6%; T: 29%	MICS/DHS					
Child protection							

UNICEF outcomes	*Key progress indicators, baselines (B)[1] and targets (T)[2]*	*Means of verification*	*Indicative country programme outputs*	*Major partners, partnership frameworks*	*Indicative resources by country programme outcome: regular resources (RR), other resources (OR) (In thousands of United States dollars)*		
					RR	*OR*	*Total*
3. By the end of 2023, children, especially adolescents, live in an environment that protects them against all forms of violence and sexual abuse, including child marriage and economic exploitation, and make greater use of protection services, including in emergency situations.	Percentage of women and girls (20 to 24 years) married or in union before age 18. B: 30.4% T: 25%	MICS	3.1. National, departmental and municipal institutions are equipped to plan, budget, implement, coordinate, monitor and evaluate interventions and to enforce laws and policies in an integrated manner to create a protective environment for children. 3.2. Child protection authorities at the national, departmental and municipal levels and basic social services are properly equipped and are able to deliver high-quality prevention and care services for children who are at risk or victims of violence, sexual abuse, marriage and economic exploitation. 3.3. Children, adolescents, parents, community members, traditional and religious leaders in the focus departments are better equipped to stop harmful norms and practices and are able to identify, prevent and refer cases of violence/abuse.	Ministry of Social Affairs, Ministry of the Interior, Ministry of Secondary Education, Ministry of Labour, Ministry of Justice, and Ministry of Planning and Development. Civil society, Youth /women, Bilateral partners, United Nations, Private sector. Ministry of Health, UNFPA, WHO	6 240	5 430	11 670
	Percentage of children aged 5 to 17 years involved in child labour. B: 52.5% T: 45% Percentage of children aged 5 to 17 years involved in the worst forms of child labour. B: 39.6% T: 32.5% B girls: 35.0%; T: 30% B boys: 43.7%; T: 35%	MICS					
	Number of girls and boys who have experienced violence reached by health, social work or justice/law enforcement services. B: 17,368 (2017) T: 222,925 (2021)	Sectoral data					
Social policy							
4. By the end of 2023, more disadvantaged children and adolescents have equitable access to basic social services, especially social protection services.	Proportion of children living in monetary poverty. B: 43% T: 36.4%	Integrated Modular Survey on Household Living Conditions, MICS	4.1. National and local departments have enhanced capacity to use reliable, disaggregated data to inform the development, monitoring and evaluation of inclusive, gender-sensitive social policies and programmes.	INSAE Ministry of Planning and Development Sectoral ministries	5 188	110	5 298
	Percentage of children suffering three or more deprivations. B: 64.5% T: 60%	Multiple Overlapping Deprivation Analysis					

UNICEF outcomes	*Key progress indicators, baselines (B)[1] and targets (T)[2]*	*Means of verification*	*Indicative country programme outputs*	*Major partners, partnership frameworks*	*Indicative resources by country programme outcome: regular resources (RR), other resources (OR) (In thousands of United States dollars)*		
					RR	*OR*	*Total*
	Share of public spending on health, education and/or social protection. B: 30% T: 33%	Government budget and expenditure analysis, integrated public financial management system	4.2. National and local actors have enhanced capacity to design, coordinate and monitor integrated social protection systems and inclusive, gender-sensitive social policies. 4.3. National and local actors are better equipped to mobilize, equitably programme and efficiently manage child-sensitive public resources with input from civil society, women, adolescents and youth.	Ministry of Finance United Nations World Bank Social Watch			
	Percentage of population covered by social protection systems. B: 8.4% T: 18%	Sustainable Development Goals monitoring report					
5. A well-developed, properly managed country programme delivers the expected outcomes for vulnerable children.	Office year-end performance index. B: 0.884 (2017) T: 0.90	Performance scorecard	5.1. UNICEF and its partners are equipped to plan and monitor programme implementation. 5.2. UNICEF and its partners have the tools and resources they need to advocate, communicate externally and build partnerships to promote children's rights. 5.3. UNICEF and its partners have an effective coordination mechanism to strengthen synergies across sectors.	Government United Nations CSOs Technical and financial partners	8 992	1 000	9 992
	Ratio of evaluations ranked at least "satisfactory" during the cycle. B: 0/4 (2017) T: 4/4	Global Evaluation Reports Oversight System					
	Number of initiatives that engage civil society partners and/or coalitions to advocate together with UNICEF for children during the cycle. B: 0 T: 100	Internal tracking mechanism for partnerships					
Total resources					**40 440**	**56 582**	**97 022**